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# Ontario Career Action Program

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## Phase II

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## EVALUATION REPORT

January 1977





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ONTARIO CAREER ACTION PROGRAM

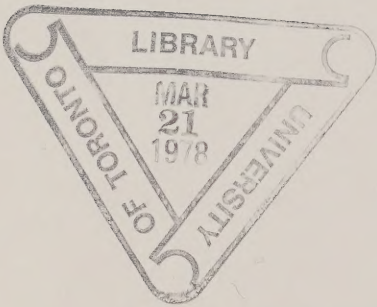
PHASE II

EVALUATION REPORT

Hon. Harry C. Parrott, DDS, Minister

Dr. J. Gordon Parr, Deputy Minister

January 31, 1977





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## PREFACE

The Ontario Career Action Program (OCAP) was conceived by the Ontario government in response to the growing problem of youth unemployment.

There are many other agencies and programs concerned with youth unemployment but, in a number of respects, OCAP is unique. It was considered, therefore, particularly important that feedback be obtained to guide OCAP administrators and senior management of the sponsoring agency, the Ministry of Colleges and Universities, in adapting the program to meet in the best way, the real needs of unemployed youth. This evaluation should provide that feedback.

This report will also be useful to other agencies in Ontario and elsewhere in establishing similar programs and in improving those that already exist.

The report attempts to answer the basic question: Does OCAP meet the real needs of unemployed youth?

The report presents statistics relating to the destination of OCAP "graduates" and describes the opinions of OCAP "graduates", their former OCAP supervisors, as well as the opinions of applicants not selected for OCAP, on matters related to the success of the Ontario Career Action Program. It also describes plans and recommendations of the OCAP administrators for the intake of new trainees scheduled for April, 1977.

Appendix one of the report reviews the objectives of OCAP in the light of the causes of youth unemployment (as demonstrated in the literature).

The second appendix of the report consists of a compilation of survey data provided by OCAP graduates, unselected applicants, and OCAP supervisors.



Because the evaluation is primarily intended to assist the OCAP staff in improving the program's effectiveness, it seemed appropriate that it be carried out by those most familiar with the program. Although every effort has been made to present an objective, balanced picture, readers should be aware that the study has been conducted by a group of people who believe in the program and its mission, and who are committed to doing everything possible to improve it.

We feel that the objectivity of the study has been guarded through the inclusion on the evaluation team of a number of outside consultants who gave generously of their time and contributed greatly to the direction of the study. Bill Wyman, of the Information Resources Branch, acted as a general consultant in the areas of study design, methodology and preparation of this report. A group at OISE, including Reg Herman, Bill Alexander, Ed Connors and Michael Sinclair was particularly helpful in designing the instruments for data collection. Al Cieply, an independent consultant, conducted the computer analysis and provided useful suggestions for data analysis and presentation.

The evaluation was carried out under the general supervision of Don Ahrens, OCAP manager. Project manager was Hubert Saint-Onge. Doreen Hess supervised the interviews.

Don Ahrens  
OCAP Manager

Hubert Saint-Onge  
OCAP Research Coordinator

## HIGHLIGHTS

### Applicants

1. More than 5,500 application forms were received by the OCAP central co-ordinating unit between January, 1976, and May, 1976 (p. 5).
2. The applicants as well as the training positions were equitably distributed across the province. While 28% of the applicants were from Metro Toronto, 32% of the training positions were located there. A larger proportion of applicants from the Northern District were accepted than from any of the other regions (pp. 5,12).
3. Eighty per cent of the applicants had no post-secondary education. Those who did appear to have been favoured in the selection process (p. 8).

### Training Positions

4. While 58% of the training positions were allocated to Ontario government ministries, 34% of them were distributed to CAATs and Universities. The remaining 8% of the positions were assigned to school boards and semi-public agencies (p. 9).

### Training Process

5. As could be expected, there is some discrepancy between the perception of graduates and supervisors regarding the quality of the work experience. Although the great majority (82%) of the supervisors were satisfied with the trainees' work performance, a relatively large number of graduates indicated that they would have appreciated more effective supervision (p. 15).
6. There is a significant correlation between the satisfaction of a trainee with his/her work experience and the satisfaction of a supervisor with his/her trainee. Consequently, it appears that the quality of the work experience depends to a large extent on the relationship between trainee and supervisor (p. 18).
7. The graduates generally expressed the need for greater interaction with their supervisors. In order to avoid



this shortcoming next year, more emphasis will be given to the regular joint evaluation of graduates and supervisors (p. 14).

8. The OCAP experience appears to have had more impact on the job skills of trainees than on their work habits. As many as 75% of the supervisors estimated that their trainees have substantially improved their job skills as a result of training. In addition, the graduates generally felt that it was more important to improve job skills than to improve work habits. They also believed that job references were more important than work habits (p. 20).
9. At the end of their OCAP period, most of the trainees were judged eminently employable by their supervisors. As many as 70% of the supervisors stated that their trainees, at the end of the training period, were doing as good a job as probationary employees in similar positions. Actually, 43% of the supervisors stated that they would have hired these trainees if government policy had allowed them to do so (p. 21).

#### Counselling

10. Only 17% of the OCAP trainees have attended "Creating a Career" but most of these (68%) found this course helpful in defining their career paths (p. 24).

#### Outcome

11. Slightly fewer than half of the trainees stated that they left OCAP because they had found employment. An additional 6% of the trainees left the program in order to return to school. One out of ten trainees was judged unsuitable for various reasons and released by supervisors. The remaining 39% resigned for various reasons. Next year, it is hoped that closer monitoring by the central co-ordinating unit will reduce the number of those who were released or who resigned on their own volition.
12. When a telephone survey was taken two months after trainees had left OCAP, the figures reflected somewhat

differently. It was found that 54% of OCAP graduates had gained full-time employment. In comparison, 49% of the applicants not selected for OCAP had full-time employment.

Forty-four per cent of the graduates who did not have employment re-entered the educational system while only 30% of the unselected applicants in this position were back in school.

Those who were actively seeking employment and were available for employment represented 25% of the OCAP trainees and 35% of the applicants. Consequently, the unemployment rate of unselected applicants is substantially greater than that of graduates (pp 27,28). One might conclude from these data that the knowledge and the experience acquired by OCAP graduates during their stay in the program motivates them to sharpen their skills and upgrade their education in order to attain their career goals.

13. Employed graduates appeared to be more satisfied with their work than the employed unselected applicants. The employment of graduates was generally more closely related to their career goals and graduates were generally better paid. This finding indicates that OCAP graduates would be less inclined to "job-hop" than would other young workers.



## CHAPTER ONE: PURPOSE AND METHODOLOGY OF THE STUDY

Because the Ontario Career Action Program was new, and somewhat experimental, an evaluation was planned and budgeted for from its inception. In the spring of 1976, while the program was just getting under way, it was decided to conduct the evaluation in two phases. The first phase was to be a preliminary evaluation that would be useful in guiding the administration of the present program. The second, more comprehensive phase, would provide data useful to planners of further Ontario Career Action Programs or similar programs.

Data for the preliminary evaluation were collected in May, 1976, just as the last trainees were being taken into the program. A sample of about 230 trainees and most of the 190 early leavers ("graduates") were contacted and questioned about their OCAP (and, if relevant, subsequent) experience. Results of this study were available early in July, 1976.<sup>1</sup>

During the summer of 1976, the OCAP administration conducted a careful analysis of the program and its objectives and developed an outline for the present phase of the evaluation.<sup>2</sup>

Data for the present study were collected during November and December, 1976, at a time when three-quarters of the trainees had "graduated" from the program. The methodology of the preliminary evaluation, which had been highly successful, was adopted for the present study. Four hundred OCAP graduates, 380 of their former OCAP supervisors and 400 applicants not selected by OCAP were contacted by telephone and questioned about their experiences with OCAP

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<sup>1</sup> See: Ontario Career Action Program, Ontario Career Action Program, Preliminary Evaluation, Source Document, July, 1976.

<sup>2</sup> Ontario Career Action Program, Statement of Objectives, OCAP Evaluation, Phase II, August, 1976.

and/or their attitudes towards the program. (Table 1 defines the three groups more precisely).

TABLE 1  
SUMMARY OF THE THREE SAMPLES OF PERSONS  
INTERVIEWED IN THE PRESENT STUDY.

GROUP	NUMBER SAMPLED	NUMBER OF SUCCESSFUL CONTACTS	RESPONSE RATE
<u>Graduates</u> Persons who had been OCAP trainees and had, for whatever reason, left the program. Only persons leaving between June 15 and October 31, 1976, were contacted.	596	400	67%
<u>Supervisors</u> Persons directly responsible for day-to-day supervision of OCAP trainees. Only supervisors of the sample graduates were included in the sample of supervisors.	417	380	91%
<u>Unselected Applicants</u> Persons who had applied to OCAP but had not become trainees.	642	400	62%

Readers should note that "early leavers" from the program, those who left before June 15, 1976, were not included in the sample of graduates for this study. This group, which was extensively studied in the first phase of the evaluation, comprised about 15% of all OCAP "graduates".

Almost half of these had been on the program for less than a month and expressed more dissatisfaction with the program than did trainees who remained for a longer period.



Careful attention was paid throughout the study to appropriate research techniques: the samples were drawn randomly, questionnaires were pretested and precoded; the interviewers were thoroughly trained and supervised;<sup>3</sup> all keypunching was verified; and data files were edited for invalid responses (there were almost none).

A large number of computer tabulations, cross-tabulations and correlation analyses were then produced to serve as a data base for the analysis reported in the following pages.

The questionnaires and the distributions of responses are printed in an appendix to this report.

Further analysis of almost any type can be easily carried out by computer on the study's Statistical Package for Social Services (SPSS) data file.

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<sup>3</sup> To ensure a high inter-rated reliability, interviews throughout the data collection period were listened to and scored by all interviewers; discrepancies were later discussed and resolved by consensus.





## CHAPTER TWO: DESCRIPTION OF OCAP

For convenience, the description of OCAP has been divided into three parts. The Input section describes the setting up of the program, the process of selection and the success of the program in delivering its services to eligible clients throughout the province. The Training Process section and the Output section describe what happened to trainees during and after the program.

### A. INPUT

#### 1. Selection Process

##### (a) Recruitment

Candidates for the program were recruited through Canada Manpower Centres after an announcement in all Ontario daily newspapers. As indicated by Table 2, an effort was made to reach as many eligible candidates as possible in all regions of the Province. More than 5,500 applications were received by the OCAP Central Coordinating Unit between January, 1976, and May, 1976.

TABLE 2  
DISTRIBUTION OF APPLICANTS BY ORIGIN

	N	
Canada Manpower District		
Northern	628	11%
Central	624	11
Hamilton	987	18
Ottawa	979	18
South West	762	14
Metro Toronto	1,556	28
Total	5,536	100%

(b) Eligibility Criteria

The eligible participants in the program

- (i) were between the ages of 16 and 24 inclusively;
- (ii) had left the educational system;
- (iii) had not held full-time employment other than on a seasonal basis (e.g., summer jobs);
- (iv) had been unemployed prior to acceptance on OCAP.

It was the shared responsibility of the Central Coordinating Unit, the coordinators, and the supervisors to ensure that these criteria were respected. Examination of OCAP records, and the evaluation study data reveal no significant violations of these criteria and no major problems in their enforcement.

A few applicants who had held permanent employment in occupations which did not correspond to either their educational background or their career goals, were allowed to enroll in the program. It was felt by the OCAP administration that an applicant who, for example, was trained as an audio-visual technician should not be penalized for having driven a taxi while searching for employment in his/her occupational field.

The selected candidates had been unemployed for an average of approximately three months.



(c) Selection Procedures

The application forms received by Canada Manpower were channelled to the OCAP Central Coordinating Unit where a pre-selection was carried out. The pre-selection consisted of matching the educational background and the occupational preferences of eligible candidates to the requirements stated in the descriptions of available training positions. (See "Training Plans" subsection).

This pre-selection was made either by the coordinators or by Central Coordinating Unit staff. The application forms of suitable candidates were then sent to the supervisor who made the final selection by interviewing the referred candidates. Supervisors interviewed an average of approximately four candidates for each position. The involvement of the supervisors in the selection process is discussed further in the section of the role of supervisors.

(d) Selection Parameters

The selection process was designed to accept trainees regardless of origin, sex, age and educational characteristics. It was hoped that the numbers selected would be proportionately representative of those who applied.

(i) Age

In terms of age distribution, the applicants averaged 19 years of age while the accepted trainees were found to be of an age just slightly higher than 19. The large concentration of younger applicants reflects the relatively higher unemployment rates among those under 20 years of age.

(ii) Origin

With the exception of a few centres, unemployed youth were effectively reached in all areas of the Province. The Northern District had the highest proportion of applicants selected, while it appeared to be more difficult to allocate positions to applicants from Ottawa, Hamilton, Barrie, Oshawa and Peterborough.

(iii) Education

Approximately 80% of the applicants had no post-secondary experience. However, supervisors had a tendency to select candidates with a more advanced educational background. While only 6% of the applicants were university graduates, they represented 12% of the trainees.

(iv) Sex

Approximately 60% of applicants were male. There are more young males unemployed mainly because they have a higher rate of participation in the labour force than women in this age bracket. However, as many as 60% of the trainees were women. (More than half of the positions available were clerical and secretarial).

(v) Occupational Preference

Applicants who indicated a preference for secretarial and clerical work had a greater probability of being selected than those who indicated a preference for technical trades. Because the public sector is involved only to a very small extent in production and processing activities, it is difficult to accommodate applicants who express an interest in these areas.

## 2. Training Plans

The Government Ministries and Agencies who wished to offer training positions were required to submit a "training plan" describing the requirements and the functions of the position. Table 3 shows that 58% of the trainees were placed in Government Ministries, while 34% were in CAATs and Universities. School Boards and Semi-Public Agencies absorbed the remaining 8% of the trainees.

One of the main concerns of OCAP is to provide trainees with work experience which is relevant to labour market needs. Accordingly, the approval of a training plan should depend on the vacancy rate in the corresponding occupational category. Table 4 indicates that the distribution of OCAP positions did not correspond to the occupational distribution of vacancy rates. In order to correct these imbalances, more positions should, in future, be identified in the blue-collar trades, as well as in the fabricating and transportation fields.

It was also important that the distribution of positions across the province should correspond roughly to the distribution of applicants by origin.



TABLE 3  
DISTRIBUTION OF TRAINEES  
BY MINISTRIES AND AGENCIES

Ministries and Agencies	Number of Trainees	(N = 1272)
Agriculture and Food	12	1%
Attorney General	15	1
Colleges and Universities	33	3
Community and Social Services	36	3
Commercial & Consumer Relations	107	8
Correctional Services	62	5
Culture & Recreation	36	3
Education	16	1
Environment	14	1
Government Services	13	1
Health	22	2
Housing	30	2
Industry and Tourism	30	2
Labour	1	0
Natural Resources	82	6
Premier's Office	4	0
Revenue	196	16
Transportation	32	3
Ministries	741	58
CAATs and Universities	432	34
School Boards	35	3
Semi-Public Agencies	64	5
TOTAL	1,272	100%

TABLE 4  
VACANCIES IN THE LABOUR MARKET  
AND POSITIONS OF OCAP GRADUATES

Occupational Fields*	1	2
	Distribution of Vacancies in the Labour Market (Percent)	Distribution of OCAP Positions (Percent)
Natural Resources Fields	3%	3%
Education	1	8
Medicine and Health	4	0
Secretarial and Clerical	18	60
Automatic Data Processing	2	2
Management, Administration and Merchandising	13	3
Sciences, Engineering and Architecture	9	5
Social and Behavioral Sciences	2	3
Artistic, Literary and Recreation	1	2
Service Occupations	12	2
Technical Trades, Equipment Operating and Transportation	19	9
Production and Processing	16	0
TOTAL	100%	100%

\* The classification of occupational categories stems from an activity code list produced by the Ministry of Colleges and Universities in conjunction with Statistics Canada.

Column 1 - The occupational distribution of vacancies was generated from data provided by the Job Vacancy Survey of Statistics Canada.

Column 2 - Occupational distribution of positions held by trainees who have graduated between June 15, 1976, and November 15, 1976.

It is interesting to note (Table 5) that the Northern District had a comparatively higher percentage of training positions than applicants. By contrast, it appears that the Central District should have been allocated more training positions.

TABLE 5  
DISTRIBUTION OF APPLICANTS  
AND TRAINING POSITIONS

	Applicants by Origin (N=5536)	Location of Training Positions (N=1272)
<u>Canada Manpower Districts</u>		
Northern	11%	16%
Central	11	7
Hamilton	18	15
Ottawa	18	15
South West	14	15
Metro Toronto	28	32
<hr/>		
TOTAL	100%	100%
<hr/>		

B. TRAINING PROCESS

The training process is composed of two main components which are evaluated separately: work experience and counselling.

1. Work Experience Component

(a) The Role and Attitude of Supervisors

For each training position, a local trainer is appointed to supervise and reinforce on-the-job learning. The functions of the supervisors were delineated as follows:

- (i) to take part in the final selection of an appropriate candidate for the position being offered;



- (ii) to maximize the improvement of the trainees' work performance, by providing them with instructions as well as an appropriate learning environment;
- (iii) to evaluate the work experience of the trainees and to discuss it with them on a regular basis; and
- (iv) to assist the trainee in his vocational development and his search for employment.

The supervisors shared with the OCAP Coordinator the responsibility of carrying out the final selection of candidates. In several cases where the supervisors did not take part in the selection process, the Coordinators took upon themselves the task of interviewing and selecting applicants. However, 65% of the supervisors did play an active part in the selection process. The supervisors who participated in the selection procedures interviewed an average of four candidates but as many as 21% of them interviewed only one applicant. A relatively large number of supervisors were critical of the selection process and 56% of them recommended that more attention should be given to the implementation of pre-selection procedures.

Concerning the work experience provided to their respective trainee, most of the supervisors feel that they have fulfilled their mandate. When asked about their supervision, 72% of them asserted that they were more than "somewhat"<sup>4</sup> able to give technical instructions to their trainees. It remains that 5% of the supervisors admitted to not having the time to provide their trainees with instructions, while another

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<sup>4</sup> "somewhat" refers to the middle point of the five-point scale used in the questionnaire. See page 60, question 15 of the second appendix for an example.

5% of them said that they delegated this task to their associates. As many as 9% of the supervisors stated that the task accomplished by their trainees did not require specific instructions. This indicates that a small number of trainees were in positions which did not demand the development of job skills.

More than 84% of the supervisors felt that their trainees were receptive to directions which were given to them. On the other hand, the graduates as a whole were critical of the supervision which they received during their stay on OCAP. A relatively large number of graduates indicated that they would have appreciated more effective supervision. In effect, only 63% of the graduates estimated that the interaction with their supervisor contributed more than "somewhat" to the improvement of their work performance.

In order to maximize the learning experience of their trainees, the supervisors were asked to provide them with feedback concerning the quality of their work. Accordingly, supervisors were encouraged to evaluate the improvement of the trainees regularly and to discuss the results of their evaluation with them. On this subject as well as on several others, there is a definite discrepancy between the perception of graduates and that of supervisors. Only 44% of the graduates felt that their supervisors discussed their work performance on a regular basis. By contrast, 67% of the supervisors answered that they had regularly discussed the progress of their trainees.

Another important function of the OCAP supervisor is to assist the trainees in their search



for employment. It is assumed that the supervisors have a good knowledge of employment opportunities in their occupational field and that they can provide their trainees with useful information as to where and how they should direct their job-search efforts. Most of the graduates, however, appear not to have taken advantage of their supervisors' assistance in this regard. Only 38% of the graduates have stated that their supervisors played a significant role in their successful search for employment. The supervisors, in fact, asserted that as many as 70% of the graduates did not ask them for assistance in their job search. It is unfortunate that the trainees did not ask for help or advice on employment possibilities, especially if we consider that most supervisors were quite willing to provide such assistance. Ninety-one per cent of them said they would have felt comfortable in guiding the efforts of the trainees in this regard.

Most supervisors showed concern for their trainees and took interest in their career plans. This was demonstrated when only 15% of them could not answer specific questions regarding the career goals of the trainees.

The attitude of the great majority of the supervisors towards OCAP was very positive. As indicated in Table 6, 82% of the supervisors estimated that the overall quality of the trainees' work performance was more than "satisfactory".

TABLE 6  
QUALITY OF TRAINEES' WORK PERFORMANCE

		<u>Relative Frequency</u>	<u>Cumulative Frequency</u>
NOT AT ALL GOOD	1.	2%	2%
	2.	6	8
SATISFACTORY	3.	10	18
	4.	41	59
VERY GOOD	5.	41	100%
		100%	

Supervisors were generally better satisfied with trainees who had acquired post-secondary education. Moreover, 79% of the supervisors felt that the time which they had invested in assisting their trainees was more than compensated for by work productivity generated. Ninety-six per cent of the supervisors substantiated this opinion by expressing their willingness to take another trainee if the program was to be continued.

(b) Trainee-Supervisor Relationship and the Work Experience

Five scales were formed by integrating the responses which were measuring various elements of one conceptual aspect. These scales were identified as follows:

- Scale 1: Satisfaction of Graduates with Work Experience. (Sat. with Work Exp.)
- Scale 2: Satisfaction of Graduates with Supervisors. (Sat. with Sup.)
- Scale 3. Satisfaction of Supervisors with Trainees' Performance. (Sat. with Trainees' Perf.)
- Scale 4. Supervisors' Assessment of Trainees' Improvement. (Asst. of Trainees Impr.)
- Scale 5. Supervisors' Overall Evaluation of Trainee. (Overall Ev. of Trainee)

The formation of these scales provided the following results:

TABLE 7

Scale	Not At All		Somewhat		Very Much	
	1	2	3	4	5	
1. Sat. with Work Exp. ....						Mean 3.4
						Std. Dev. 0.92
2. Sat. with Sup. ....						Mean 2.8
						Std. Dev. 1.13
3. Sat. with Trainees' Perf. ....						Mean 4.1
						Std. Dev. 1.07
4. Asst. of Trainees' Impr. ....						Mean 3.4
						Std. Dev. 0.84
5. Overall Ev. of Trainee ....						Mean 3.7
						Std. Dev. 0.81

The scales were also useful in identifying relationships between different aspects of the OCAP experience.

TABLE 8

RELATIONSHIPS BETWEEN SCALES

(Pearson Product Moment Correlations)

Scale	1	2	3	4	5
	Sat.with Work Ex.	Sat.with Sup.	Sat.with Trainee Perf	Ass. of Trainee Impr.	Overall Ev. of Trainee
1. Sat. with Work Exp.					
2. Sat. with Sup.	(1)				
3. Sat. with Trainee Perf.	.23**	.32**			
4. Ass. of Trainee Perf.	.11*	.08	.44**		
5. Overall Ev. of Trainee	.21**	.26**	(1)	(1)	

\* significant ( .05)

\*\* highly significant ( .001)

(1) These figures cannot be reported as there were common elements in the scales.



There are several meaningful relationships which are depicted in this table. It was found, for example, that there is a significant correlation between the satisfaction of a trainee with his/her work experience and the satisfaction of a supervisor with his/her trainee. In other words, it appears from these correlations that the quality of the work experience depends to a large extent on the relationship between trainee and supervisor.

(c) The Work Performance of the Trainees

The work experience component is designed to increase the productivity of the trainees by improving their work skills through on-the-job training. This component also aims to provide the trainees with more appropriate work attitudes and behaviours through their participation in a real work environment and their interaction with supervisors.

It is important that the work environment where the trainees are placed be one which is conducive to learning, and one where they can make full use of their abilities. Although 77% of the graduates have found that their functions were at a level which allowed them to improve their work performance, as many as 22% of them felt that the tasks to which they were assigned were not sufficiently challenging. Concerning the volume of work demanded, 17% of the graduates found that it was not enough, 5% complained that it was too much and 78% considered that it was the right amount. In conclusion, even though most of the trainees were satisfied with the level and the amount of work to be done, a substantial number of them were of the opinion that it could have been improved.

An effort was made on the part of the OCAP administration to place the trainees in positions which were relevant to their career goals. In fact, 70% of the trainees were placed in the occupational category which corresponded to the occupation stated in their career plans. In general, most of the graduates showed satisfaction with their work experience and as many as 60% stated that they would more than "somewhat" recommend OCAP to their friends. The supervisors supported this contention by stating that 70% of the trainees appeared to be satisfied with their OCAP positions.

It is hoped that the work experience acquired by trainees will increase their employability and make them more competitive in the labour market. Employability is usually defined as being composed of two main elements: work habits and job skills.

Job skills are considered as the ability to perform the tasks entailed in a specific occupation. Approximately 60% of the graduates have stated that their job skills have improved more than "somewhat" during their stay in OCAP. This perception on the part of the graduates is reinforced by supervisors who estimate that 75% of the trainees' job improved as a result of OCAP work experience.

Work habits represent a more general concept which incorporate such criteria as behaviours and attitudes toward work as well as relationship with co-workers. There is no doubt that the elusive nature of this concept makes it difficult to measure. When asked, a significant number of graduates responded that their work habits were already developed to the extent where they did not need to be improved. Accordingly, only 57% of the graduates perceived that their work habits improved

during their OCAP period. There is a significant relationship between the perception of improvement in work habits and educational background: those who were less educated were more likely to perceive an improvement in their work habits.

The supervisors estimated that 41% of the trainees had not improved their work habits at all. However, only a small proportion of them were actually describing trainees who had inadequate work habits to start with. In general, the supervisors felt that their trainees already had proper work habits before entering OCAP. These perceptions are rather interesting if we consider that almost all of these trainees had not previously held full-time employment other than on a seasonal basis.

These findings, nevertheless, are supported by the employed graduates who, in general, felt that it was more important to improve job skills than to improve work habits in order to find employment. As shown in Table 9, the employed graduates as a whole believed that, in terms of finding employment, to have a job reference and to improve job skills are individually more important than to improve work habits.

TABLE 9  
Relative Usefulness of Job Skills,  
Work Habits and Job References

	Employed Graduates perceiving items as more than somewhat important (see items at left)	Mean Score on a scale from 1 to 5
Job Skills	57%	3.5
Work Habits	46%	3.2
Job References	59%	3.6



Socialization in the work culture is an important aspect of the learning experience offered by OCAP. In effect, it appears that the development of a more realistic outlook on the world of work is one of the most important benefits which a trainee can derive from an initial work experience. Most of the supervisors (67%) believed that their trainees became more aware of their actual abilities and limitations.

Although 61% of the graduates stated that they had a specific career goal before OCAP, the supervisors estimated that only 51% of them actually had career goals. Moreover, the supervisors expressed the opinion that of those who did have career goals, more than 20% had unrealistic career goals. Consequently, the supervisors also perceived that as few as 42% of the graduates actually had realistic career goals. Their contention is further supported by the finding that 17% of the OCAP graduates have changed their career goals in the course of their stay on the program. In addition, 40% of those who left OCAP with a specific career goal, stated that they acquired it during their stay on the program.

The supervisors were asked to evaluate the employability of their respective trainees. Who is a better judge of employability than the person who has employed and supervised the trainee? When asked whether, if, at the end of their stay, the trainees were doing as good a job as probationary employees in similar positions, 70% of the supervisors answered affirmatively. A further indication of employability was given when 43% of the supervisors stated that they would have hired these trainees if there had been available complement positions in their departments. In fact, an

additional 9% of the supervisors eventually hired their trainees in subsequent open competitions. These responses given by supervisors attest to the fact that most of the young unemployed who entered the program, left it eminently employable.

## 2. The Counselling Component

The lack of work experience is not the only problem hindering the transition of youth from the educational system into the labour force. It is widely recognized that another important obstacle is the inability on the part of youth to make occupational choices. Moreover, most of the young people who enter the labour market have not been prepared to conduct job search effectively. In this context, a counselling component was made an integral part of OCAP in its aim to increase the employability of trainees.

The available data give ample indication that there is a definite need for career counselling among the population served by the program. In effect, approximately 67% of all enrollees and applicants had never had career counselling. Furthermore, 55% of the applicants who had received career counselling estimated that it was less than "somewhat" helpful. Consequently, career counselling does not appear very popular among those who need it the most. It remains that 41% of the applicants stated that they are more than "somewhat" interested in counselling sessions on job search techniques and 48% showed similar interest for sessions aiming at the definition of career goals. In addition, the discussion on career goals in section B-3 points to the low development level of vocational maturity among OCAP enrollees.

The OCAP counselling component was delivered in the form of a comprehensive package recently developed by

Canada Manpower. This package, entitled "Creating a Career", (CAC), uses a systematic approach to the following objectives:

- (a) to provide the knowledge necessary for the formulation of career goals while taking into account aptitudes and interests as well as the requirements of the various options;
- (b) to develop the information-seeking and decision-making skills which can be applied directly to career planning; and
- (c) to provide effective job search techniques.

CAC was first introduced in Ontario by the OCAP administration. Approximately 30 experienced guidance counsellors from CAATs across the Province underwent one week training which enabled them to offer this course to OCAP trainees in their respective areas.

Because of difficulties encountered in setting up the organizational infrastructures necessary to offer CAC, only 35% of the graduates were invited to attend CAC. No guidance counsellors were trained in some college areas and a relatively large number of trainees did not have access to a CAAT where sessions were being offered. Table 10 provides the proportion of trainees invited to CAC in each district.



TABLE 10  
TRAINEES INVITED TO CAC

<u>District</u>	
Hamilton	60%
Central	40%
Northern	28%
Toronto	23%
Ottawa	23%

Nearly half of the trainees who were invited attended the sessions on a regular basis. One-third of them did not go at all while the others went to fewer than half of the sessions.

The reason given by 46% of the trainees who did not attend was that sessions were offered at the wrong time. Another 9% said that they did not have necessary means of transportation. The others stated that they either did not need or did not believe in career counselling. These findings clearly indicate that CAC sessions should be offered at a time which better accommodates the trainees. Arrangements should be made to free the trainees during work hours in order to facilitate their attendance.

In the end, 17% of all OCAP trainees attended CAC sessions. Those who attended the course generally felt positive about it. As many as 68% of those who followed the sessions estimated that CAC has been more than "somewhat" helpful in further defining their career paths. An overwhelming majority (82%) rated the performance of their instructors as effective.

The trainees, however, were generally doubtful as to whether CAC would be of assistance in finding employment. In fact, CAC did not appear to increase their

chances of finding employment; there was a similar proportion of graduates who did not find employment among those who did not take CAC.

C. OUTPUT

1. Reason for Leaving OCAP

The trainees could stay in their positions for a maximum of 52 weeks. However, from the beginning of their work experience, they were encouraged to seek employment in the private sector. The trainees stayed on the program for an average of approximately 6 months.

As shown in Table 11, slightly fewer than half of the trainees left the program to directly enter the labour force. As many as 11% of the trainees were judged unsuitable for various reasons and were released by their supervisors. Sporadic attendance appears to have been the main cause for dismissal.

Those who have left because they were dissatisfied with their position included some 10% who stated that their work was not in line with their career path and others (37%) who felt that a prolonged stay would not have been of any assistance in finding employment. Among those who left for personal reasons were counted those who married and left the labour force, those who became pregnant, and those who had to move away from the location of training. Finally, 6% of the graduates left the program in order to return to school.

TABLE 11  
REASON FOR LEAVING OCAP

N = 402

(1) Full-time job	45%
(2) Released by Supervisor	10
(3) Resigned because of personal reasons	7
(4) Resigned because of dissatisfaction with position	13
(5) Resigned because of financial stress	5
(6) Resigned for other reasons	14
(7) Returned to school	6

These findings indicate that the OCAP administration should make a special effort to reduce the number of graduates who either resign because of dissatisfaction or are released by their supervisors. In the latter case, it seems that the selection procedures should be geared to eliminate high-risk candidates. One way of doing this would be to involve the supervisors to a greater extent in selecting their trainees. Concerning those who resign, it appears important to monitor closely the progress and the satisfaction of the trainees with their placement. Such monitoring should provide the necessary information to modify the training plan when considered inadequate by either the trainee or the supervisor.

## 2. Outcome

The number of trainees who acquired permanent employment criteria most often cited to evaluate the effectiveness of a youth employment program such as OCAP. However, the return to school of young people who acquire a more realistic outlook of potential participation is an outcome which, in the long run, is as beneficial as--if not more beneficial than--employment. OCAP fails



when its trainees return to marginal situations which they could not escape before entering OCAP. In other words, OCAP has not served its purpose if graduates leave the program only to join those who depend on public support or passively wait for an employment opportunity to come along.

(a) Employment

The graduates had left OCAP for an average of two months by the time they were interviewed. At that time, close to 48% of the graduates were working full time on a permanent basis while 6% were working full time on a temporary basis. An additional 5% of those interviewed were working only on a part-time basis, and 41% stated that they did not have a job.

The two-month delay in conducting interviews accounts for the apparent discrepancy between the 45% shown in Table 11 as leaving OCAP for a full-time job and the 54% shown in Tables 12 and 13.

A jobless person is officially considered unemployed by Statistics Canada if he/she is presently seeking employment and is available for work. Of the OCAP graduates who stated that they did not have full-time employment on a permanent basis, 46% said that they were seeking employment and were available for employment at the time of interview. This means that the rate of unemployment of OCAP graduates is approximately 25%. This rate is extremely low if it considered that the great majority of these youth were unemployed for three months before entering the program.

In comparison, 46% of the unselected applicants have gained full-time permanent employment and 3%

have full-time temporary employment. As many as 64% who did not have full-time employment were both seeking employment and available for employment; therefore, the rate of unemployment among unselected applicants is 35%. Although there is an equal proportion of OCAP graduates and unselected applicants who have found full-time employment, the rate of unemployment is substantially greater among the second group. This difference can be explained by the relatively large number of OCAP graduates who have returned to school.

It is interesting to note that 30% of the graduates who were not employed on a full-time basis had had a job between the time at which they left OCAP and the time of the interview. Their employment, however, had only lasted for an average of approximately 5 weeks. It is not possible to determine whether this employment was meant to be of a temporary nature or whether it was a genuine attempt at acquiring permanent employment. It is relevant that close to one-fourth of the graduates subsequently returned to the educational system.

If we add the number of unemployed graduates who had post-OCAP employment, it can be concluded that approximately 68% of the graduates gained full-time employment at one time or another after leaving the program. Since the unemployment problems of the young people concerned are mostly of a frictional nature, time is an important factor. A substantial number of graduates were interviewed very shortly after their departure. In this context, it is relevant that as many as 58% of the unemployed graduates estimated that OCAP would be more than "somewhat" helpful in finding employment.

In the present context of fiscal restraint, the program aims at placing most of its graduates in the private sector.

TABLE 12

Employer	% Graduates N=204	% Unselected Applicants N=174
Municipal Government	4%	3%
Provincial Government	25	3
Federal Government	1	2
Non-Governmental Agency	<u>21</u>	<u>10</u>
Total Public Sector	51	18
Private Sector	<u>49</u>	<u>82</u>
	100%	100%

As indicated by Table 12 above, however, this objective has only been partly attained. Only half of the employed graduates are presently working in the private sector. By contrast, 81% of the unselected applicants who are employed are working in the private sector. These data show that there is a strong indication that OCAP trainees become employed in the sector in which they were trained.

One of the criteria used to evaluate the impact of OCAP on the employability of its graduates is the extent to which those who are employed find their work challenging, are relatively well remunerated, and have positions related to their career goals. As many as 67% of the employed graduates find their current work more than somewhat challenging compared to 41% of the unselected applicants. In effect, the median weekly salary of graduates was \$140.00 while it was \$130.00 for the unselected applicants.



Although 26% of the employed graduates declared that their current work was not related to the occupation in which they gained experience on OCAP, 38% of them stated that it was more than "somewhat" related. On the other hand, 39% of the employed applicants stated that their current employment was not at all related to their career goals while 35% asserted that it was more than "somewhat" related. It can be concluded that, in general, the graduates are more satisfied with their current employment than are the unselected applicants. This is a significant finding if it is considered that young workers have a relatively high propensity for job-hopping. In this sense, one of the long-term benefits of OCAP could be of producing a more stable youth labour force.

As indicated by Table 13 below, it is interesting to note that the graduates from the Toronto, Hamilton and Northern Districts were substantially more successful in finding employment than those from other regions.

TABLE 13  
EMPLOYMENT OF GRADUATES BY REGION

<u>Canada Manpower Districts</u>	<u>Employed Full-time (1)</u>
Northern	58%
Central	47
Ottawa	47
Hamilton	54
South-West	47
Metro Toronto	<u>60</u>
Total	54%
(1) Includes full-time employment on a permanent and temporary basis.	

Another interesting observation is that a great proportion of female graduates found employment. In fact, 57% of the female graduates found full-time employment as compared to 50% of the male graduates.

Furthermore, (Table 14) the graduates who had post-secondary education, as a whole, were most successful in their search for employment.

TABLE 14  
EMPLOYMENT OF GRADUATES BY EDUCATION

<u>Education</u>	<u>Employed (1)</u> <u>Full-time</u>
At least 1 year High School	53%
At least 1 year of University	54
University Degree	59
At least 1 year of CAAT	<u>59</u>
TOTAL	54%

(1) Includes full-time employment on a permanent and temporary basis.

(b) Return to School

The discrepancy between the number of graduates who are not employed and the number of those who are participating in the labour market appears to be due for the most part, to the great proportion of graduates who re-entered the educational system. More than 44% of the graduates who do not have full-time employment have gone back to school. By contrast, only 30% of the unselected applicants who have not found employment have returned to school. It is

possible to conclude from these data that the knowledge and the experience acquired by OCAP graduates during their stay on the program motivates them to sharpen their skills and upgrade their education in order to attain their career goals.

(c) Other Outcomes

At the time of the interview, there was approximately 25% of the graduates who neither had employment nor went to school. Accordingly, close to 11% of the unemployed graduates stated that they were receiving Unemployment Insurance benefits. Another 5% of jobless graduates have been dedicating themselves to housekeeping. The others appeared to be awaiting an opportunity for employment without having any means of income. None of the OCAP graduates claimed to be receiving welfare payments while only 3% of the unselected applicants admitted to receiving such support. It was also found that a slightly higher percentage of jobless applicants (11%) were receiving Unemployment Insurance benefits. It is interesting to note that of all the unselected applicants who were interviewed, as many as 70% were still interested in joining OCAP.



### CHAPTER THREE: CHANGES

The prime purpose of this evaluation report is to improve the administration of the program in the next fiscal year. As a result of the findings described in the report, the OCAP administration proposes to modify some procedures and to create others in areas where it was deemed necessary.

#### A. INPUT

##### 1. Selection Process

More emphasis should be given to the selection process, not only to eliminate those who do not meet the eligibility criteria but also to ensure that the candidates who are referred for final selection have qualifications and career goals which correspond to the position offered. In all cases, the supervisors should be directly involved in the final selection of the trainees in order to ensure their compatibility.

##### 2. Training Plans

It was pointed out in the evaluation report that the approval of training plans should depend to a greater extent on the occupational distribution of vacancy rates. Accordingly, positions in the blue-collar trades as well as in the processing and manufacturing fields will be sought out. Such positions would also be more pertinent to the placement of trainees in the private sector. In this context, it is proposed that such agencies as Ontario Hydro be enlisted in the program. The coordinators should also be provided with a list of occupations to guide their efforts in identifying training positions.

The training plans should also be used as a work design where the trainee would have his/her functions clearly defined. This work design would also outline specific objectives of the work experience in terms of

performance and skill acquisition. Both trainees and supervisors should be given an opportunity to discuss the training plan and to revise it if necessary. It is hoped that involvement of the trainees in this experience at an early stage would lead to more motivation and more interest on their part. Furthermore, the work experience provided will probably be better suited to the occupational preferences of the trainees. By spelling out the objectives of the work experience, the supervisors may also feel more confident in their role as trainers.

B. TRAINING PROCESS

An overall problem with the training process appears to be one of communication. The objectives, parameters and procedures of the program should be more clearly conveyed to both trainees and supervisors. A direct contact should be established between them and the Central Coordinating Unit. The Central Coordinating Unit in turn should be more accessible to trainees who want to discuss their work experience. More importance will be given to the periodic supervisor-trainee discussion on work performance. In other words, the monitoring role of the Central Coordinating Unit should be emphasized.

Given the difficulties involved in setting up an effective infrastructure to deliver "Creating a Career", it appears that the counselling component should be aiming at providing career guidance through Canada Manpower Centres. A request should be made to Canada Manpower that OCAP trainees be given priority in receiving the "Creative Job Search Techniques" and "Creating a Career" packages.

C. OUTPUT

It is perceived by the OCAP administration that the number of trainees who leave OCAP, either because they

were released or because they were dissatisfied with their positions, should be reduced. A better selection process should eliminate the unsuitable applicants who would later be released. On the other hand, a more intensive monitoring of the training process will, hopefully, provide the information needed to modify the training plan of a dissatisfied trainee or even to put him/her in a different position. Although many trainees obtain employment after a relatively short stay on OCAP, the Preliminary Evaluations as well as the comments of some supervisors have indicated that some of them have been staying on the program without making a genuine effort to find a job. It appears that a few have a tendency to forget about the temporary nature of their enrolment and are lulled into a false sense of job security. A shorter stay would have the definite advantage of making job search a more immediate concern. Accordingly, the maximum length of stay for trainees will be reduced to six months from twelve months.





APPENDIX ONE: DO THE OBJECTIVES OF OCAP  
ADDRESS THE REAL NEEDS?

As part of this evaluation of OCAP it has seemed advisable to look outside the program to see what problems are associated with youth unemployment, and to reconsider areas in which OCAP can make an effective contribution. This section discusses the context in which OCAP operates as a pilot project offered by the Government of Ontario to increase the employability of young people. After a brief outline of the extent and the economic and social costs of youth unemployment, some information is provided about the causes of this problem, in particular those which OCAP is designed to help alleviate. A brief identification follows of the specific needs for youth employment programs. Reference is then made to the objectives and limitations of OCAP and the need to consider altering the program in the light of the various aspects of youth unemployment problems today.

A. THE MAGNITUDE OF YOUTH UNEMPLOYMENT IN ONTARIO

Young workers 15 to 24 years of age constitute almost half of Ontario's total unemployed but only about one quarter of the province's labour force. Table 15 illustrates that youth unemployment is a high and increasing percentage of total unemployment in Ontario since 1973. (see also Table 16). The unemployment rates for male youth have been higher than those for female youth. Both male and female youth have a slightly lower average duration of unemployment (average number weeks per unemployed person), but a much higher long-term unemployment rate (being unemployed for four months or longer) than older unemployed persons. In 1973 the average duration of unemployment for youth was 11.58 weeks compared with 13.18 weeks for those 25-44, and the long-term unemployment rate for youth was 3.2 compared with 1.4 for those 25-44.<sup>5</sup>

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<sup>5</sup> See Economic Council of Canada, People and Jobs--A Study of the Canadian Labour Market (Ottawa: Information Canada, 1976; Catalogue No. EC22-42/1976), pages 208-9.

TABLE 15

UNEMPLOYMENT RATES BY SEX AND AGE GROUPS, ONTARIO, 1973-1976\*

Sex and Age Groups	Old Labour Force Survey			Revised Labour Force Survey	
	1973	1974	1975	1975	1976
MALES					
15-19 yrs	10.2	10.3	14.4	14.5	14.9
20-24	7.3	7.0	10.9	9.2	8.9
15-24	8.5	8.3	12.3	11.5	11.4
25 and over	2.8	2.9	4.2	3.6	3.3
TOTAL	4.0	4.0	6.0	5.4	5.1
FEMALES					
15-19 yrs	9.0	8.7	12.6	14.1	14.4
20-24	5.7	6.1	7.4	8.8	8.6
15-24	7.0	7.2	9.6	11.2	11.1
25 and over	2.9	3.1	4.5	6.4	6.4
TOTAL	4.1	4.4	6.0	7.8	7.8
BOTH SEXES					
15-19 yrs	9.7	9.6	13.6	14.4	14.7
20-24	6.6	6.6	9.4	9.0	8.2
15-24	7.8	7.8	11.1	11.3	11.2
25 and over	2.9	2.9	4.3	4.6	4.5
TOTAL	4.1	4.2	6.0	6.3	6.2
Total Unemployed	141,000	151,000	226,000	244,000	242,000

Source: Derived from unpublished data from Statistics Canada's old and revised Labour Force Survey. (Compiled by Ms. Brinda Murti, Research Branch, Ontario Ministry of Labour, Toronto).

\* Note: Unemployment data in this table exclude 14-year-olds, thus enabling comparisons of the unemployment rates of youth between the old and revised methodologies of Statistics Canada's Labour Force Survey. The concept of unemployment refers to the unutilized supply of labour offered to the labour market and is measured by a monthly sample survey of about 55,000 Canadian households. The measurement of unemployment in Canada includes students seeking full-time and part-time jobs, but does not include "discouraged workers", i.e., those who believed that they could not find work and, therefore, ceased to look for a job. For full details of the definitions used in Canada, see Statistics Canada, The Labour Force (Catalogue 71-001 Monthly) Vol. 32 (No. 11, Nov. 1976), pages 47-62. In 1975 a slightly revised methodology was introduced but the former methodology was also used that year. A full discussion of the reasons for the changes is contained in Ian Macredie and Bruce Petrie, "The Canadian Labour Force Survey". Paper presented at the 10th Annual Meeting of the Canadian Economics Association, Laval University, Quebec, June 1, 1976. See also R. Platek and M. P. Singh, "Methodology of Canadian Labour Force Survey" (Statistics Canada, Statistical Services, Household Surveys Development Staff, April, 1976). For a more general discussion about unemployment in Canada, see Sylvia Ostry and Mahmood A. Zaidi, Labour Economics in Canada (Volume II of Labour Policy and Labour Economics in Canada; Second Edition; Toronto: Macmillan of Canada, 1972), chapter V, pages 124-57.

## B. THE ECONOMIC AND SOCIAL COSTS OF YOUTH UNEMPLOYMENT

The costs and consequences of youth unemployment are borne by both unemployed young people themselves (and their families) and also by the society as a whole. Although the costs are usually thought of in economic or financial terms, there has recently been some evidence of racism as a serious social cost of youth unemployment. Early last year a tragic example occurred of the perception some youth have of competition for jobs from immigrants. The two young men convicted of the brutal attack in the Toronto subway in January, 1976, on an immigrant of Asian descent are reported to have repeatedly exclaimed just before the incident: "There's no jobs for real Canadians. These Pakis are taking all our jobs...."<sup>6</sup> Although there is no evidence that immigration causes unemployment, the belief is that it does so and attacks like the one described are a cost to society.

Major economic costs of youth unemployment are involved in government transfer payments for unemployment insurance benefits and for social assistance. However, among all recipients of unemployment insurance payments, youth are relatively few in comparison with the percentage of young people among all unemployed persons, because comparatively few young people qualify to receive these benefits. For example, in March, 1975, youth comprised about one-third (35.1%) of unemployment insurance recipients in Ontario (as compared with 26% of the labour force but 47% of the province's unemployed in 1975).<sup>7</sup> Social assistance costs for

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<sup>6</sup> Courtroom "testimony of Jean Pearson, a subway passenger who watched the buildup to the incident," as cited in Connie Woodcock, "Are you a target for bully boys?", The Sunday Sun, January 16, 1977, page 8.

<sup>7</sup> For further information see "The Ontario Labour Market, 1975" Budget Paper D (19 pages), in Ontario Budget 1976, presented by the Honourable W. Darcy McKeough, Treasurer of Ontario, in the Legislative Assembly of Ontario, Tuesday, April 6, 1976, (Toronto: Ministry of Treasury, Economics and Intergovernmental Affairs, Fiscal Policy Division, 1976).

youth due to unemployment are also comparatively small. In 1971 only 10% (about 150,000) of recipients of social assistance in Canada were under 25 and, of these young people, 26% were receiving social assistance due to unemployment.<sup>8</sup>

A hardship measure for groups of unemployed is suggested by what is called the "index of unemployment severity." This is defined as the product of the unemployment rate of a particular group multiplied by the average duration of unemployment in that group. In comparison with the 25-and-over age group this measure suggests a significantly greater "hardship" for Canadian young people aged 14-24 in recent years.<sup>9</sup> On the other hand, as Table 16 illustrates, about two-thirds of unemployed youth in Ontario appear to be single people living at home. This suggests that many unemployed youth are not suffering severely, at least not in terms of economic hardship.

TABLE 16  
COMPARISONS OF YOUTH UNEMPLOYED AND UNEMPLOYED "SINGLE  
SONS OR DAUGHTERS WHO WERE MEMBERS OF FAMILY UNITS  
ONTARIO, 1966-74\*\*

Year	Youth Unemployment rate	Total Youth Unemployed	Unemployed "Single Sons or Daughters.."	Unemployed "Single Sons or Daughters.." as a % of Total Youth Unemployed (Col. 4 of 3)
(1)	(2)	(3)	(4)	(5)
1966	4.7%	28,000	22,000	78%
1967	5.7%	36,000	27,000	75%
1968	6.6%	44,000	36,000	82%
1969	5.6%	39,000	32,000	82%
1970	8.0%	58,000	45,000	76%
1971	10.1%	78,000	56,000	72%
1972	9.0%	74,000	54,000	73%
1973	7.7%	66,000	47,000	71%
1974	7.7%	71,000	50,000	70%

\*\* All figures are rounded to the nearest thousand.

Sources: Various published labour force statistics. Figures for columns are from Statistics Canada, Labour Force Survey Division, cited in Ontario Ministry of Treasury, Economics and Intergovernmental Affairs, Ontario Statistics 1975, Volume 2, Economic Series, Table 10.20--"Unemployed Persons by Family Status, Ontario, 1966-1974," page 425.

<sup>8</sup> See Economic Council of Canada, People and Jobs--A Study of the Canadian Labour Market (Ottawa: Information Canada, 1976; Catalogue No. EC22-42/1976), pages 208-9.

<sup>9</sup> Ibid., pages 208-9.



### C. THE CAUSES OF YOUTH UNEMPLOYMENT

For purposes of this discussion unemployment among youth can be said to have two different types of causes or contributing factors: "system-related" causes, which are directly related to changes in the economy and the labour force, and to some degree in certain provisions and legislation for social support, and "individual-related" causes which pertain mainly to an individual's school-to-work transition difficulties. These two broad categories and elements within and between them are not always necessarily mutually exclusive.<sup>10</sup>

1. "System-Related" Causes\* are principally due to changes in labour force composition;<sup>11</sup> changes in employment and unemployment trends in different industries and occupational groups;<sup>12</sup> patterns of economic growth and industrial development in the country as a whole and in its various regions;<sup>13</sup> and changes in job vacancy

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\* Note: These are not listed in any order of magnitude.

<sup>10</sup> See "Youth Unemployment in Canada: A Detailed Analysis" (Final Revised--Unrestricted version, of Project R-128), prepared by the Research Projects Group, Strategic Planning and Research Division, Department of Manpower and Immigration, Ottawa, Canada, February, 1976.

<sup>11</sup> For further discussion about youth labour force participation rates, see Nicole Gendreau, "Youth Participation in the Labour Force: 1953-70", Notes on Labour Statistics--1971. (Statistics Canada, Labour Division, Manpower Research and Development Section), (Ottawa: Information Canada, March, 1972--First Issue; Catalogue No. 72-207 Annual), pages 9-21. See also People and Jobs..., Table A-2, "Labour Force Participation Rates, by Age-Sex Group, Canada, Annual Averages, 1953-74", page 231.

<sup>12</sup> Ibid., pages 62-68.

<sup>13</sup> Ibid.

trends in "youth-intensive" occupations.<sup>14</sup> Other "system-related" causes, but whose contribution is either uncertain and in some cases controversial, may include unemployment insurance benefits;<sup>15</sup> minimum wage rates;<sup>16</sup> and irrational artificial barriers to employment.<sup>17</sup> As these are not causes of youth unemployment which OCAP was established to alleviate, they are only mentioned briefly here.

2. "Individual-Related" Causes originate largely with individual young people and to some degree also with youth as a group in the labour force, and are mainly problems of an individual young person's ability to bridge the gap successfully between formal education and employment. These causes (some of which OCAP was established to combat) include the following:

(a) Lack of Employment Experience

Not having work experience (and, therefore, not having a good reference from an employer) is a significant cause of youth unemployment. Half of those who

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<sup>14</sup> These are defined by Statistics Canada as those in which "young people constituted over 30 per cent of the employed in the 1971 Census." See "Youth Unemployment in Canada: A Detailed Analysis", pages 22-24.

<sup>15</sup> See People and Jobs..., pages 148-58.

<sup>16</sup> D. H. Fullerton, "Proposals to aid young jobless," The London Free Press, Thursday, September 2, 1976, page 5. A recent U.S. study concluded that: "One can guess that without minimum wages the postwar increase in reported unemployment rates for teenagers would have been something like half the actual increases." See Alan A. Fisher, "Would there still be an Unemployment Problem for Teenagers in the Absence of a Minimum Wage?," Working Paper Number 105, Department of Economics, California State University, Fullerton, California, May, 1974, page 30.

<sup>17</sup> See "Job Barriers: A Reference Paper Delimiting the Problem," Canada Department of Manpower and Immigration, Strategic Planning and Research Division, Research Projects Group, October 6, 1976, page 24.

received OCAP training last year indicated that this was the single most important reason for their failure to have found employment prior to joining OCAP.<sup>18</sup>

(b) Lack of Job-Specific Skills

Acquisition of job skills is usually determined by one's formal education. Young people with some vocational or technical training in addition to academic education have a lower unemployment rate than do those with less academic education, though this difference appears to become minimal with increasing age (time since leaving school.)<sup>19</sup> In the OCAP preliminary evaluation last year "lack of skills" was the second most frequent reason (accounting for 28% of categorized responses) cited by OCAP trainees and graduates for their inability to have secured employment before joining OCAP.<sup>20</sup>

(c) Inadequate Education

Table 17 illustrates that in June, 1973, the unemployment rate for labour force members in Canada wanting full-time work decreased substantially as their educational level rises. (It is not surprising, therefore, as will be shown later, that many OCAP graduates have decided to secure more formal education.) Closely related to the lack of job-specific skills, this factor also includes the problem of school dropouts.

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<sup>18</sup> This is based on the responses of 121 OCAP trainees and 71 OCAP graduates who gave reasons in response to the question: "What was your main reason for joining OCAP?" See Source Document for the Ontario Career Action Program--Preliminary Evaluation, Prepared for the OCAP Steering Committee by the OCAP Research Team, Industrial Training Branch, Ministry of Colleges and Universities, July 8, 1976, Table 12, page 39.

<sup>19</sup> See M. Daniel and F. Whittingham (Manpower Research and Development Section, Statistics Canada), "Labour Market Experience of Out-of-School Youth", Notes on Labour Statistics--1973 (Ottawa: Information Canada, March 1975; Catalogue No.: 72-207E), page 17. See also People and Jobs..., page 196.

<sup>20</sup> See reference 18.

TABLE 17

"CANADA: UNEMPLOYMENT RATES, BY AGE GROUP AND EDUCATIONAL ATTAINMENT,  
FULL-TIME LABOUR FORCE PARTICIPANTS,<sup>1</sup> JUNE 1973"<sup>2</sup>

	<u>14-24 yrs.</u>	<u>25+ yrs</u>
Some high school or less	13.2%	3.6%
Completed High School	7.0	2.1 <sup>3</sup>
Some or completed university	4.9 <sup>3</sup>	2.1
Other training	4.7 <sup>3</sup>	3.1
AVERAGE ALL LEVELS	9.0%	3.0%

<sup>1</sup> Persons who were not students during the preceding March.

<sup>2</sup> Source: Labour Force Survey Supplementary Questions, June 1973 (unpublished, cited in Department of Manpower and Immigration, Strategic Planning and Research Division, Research Projects Group, Youth Unemployment in Canada: A Detailed Analysis (Final Revised--Unrestricted version, of Project R-128), Ottawa, February 1976, Table 4.2, page 42.

<sup>3</sup> Data are "qualified", indicating a sampling variability of 16.6% to 25.0%.

There is some recent evidence suggesting that many school dropouts experience considerable difficulty in the labour market, and also that they are reluctant to use institutional sources like Canada Manpower Centres to search for employment.<sup>21</sup>

(d) Inadequate Career Development Services--  
generally include the following interrelated elements:

<sup>21</sup> See Cicely Watson and Sharon McElroy, Ontario Secondary School Dropout Study, 1974/75, A research project funded under contract by the Ministry of Education, Ontario (Toronto: Ministry of Education, Ontario, 1976). Note: This report is available only on microfiche from The Ontario Government Book Store, 800 Bay Street, Toronto, Ontario M7A 1L2. An abridged version entitled Focus on Dropouts will be published in February 1977 by the Ontario Institute for Studies in Education, Department of Educational Planning, Toronto.



- (i) inadequate labour market information about specific occupations and careers, especially forecasts and projections of manpower requirements;<sup>22</sup>
- (ii) poor career guidance counselling--people trained and otherwise able to communicate job and career information effectively;<sup>23</sup>
- (iii) lack of knowledge of effective job search techniques--including how to look for a job, how to complete a good résumé, and how to act appropriately during an interview in connection with a job application;<sup>24</sup> and
- (iv) inadequate exposure to the world of employment, for example by participation in work/study or cooperative education programs.<sup>25</sup>

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<sup>22</sup> This problem is now being tackled as one of several aspects of the tasks of a labour market information working group of the Ontario Manpower Coordinating Committee.

<sup>23</sup> This task is now being studied by a working group of the Ontario Manpower Coordinating Committee on career guidance.

<sup>24</sup> See, for example, the Job Search Guide, by Catherine V. Davison and L. Glen Tippet (Training Research and Development Station, of the Department of Manpower and Immigration), published by the Department of Manpower and Immigration, 1976, 130 pages.

<sup>25</sup> The need for these kinds of programs to enable young people to be exposed to the modern industrial system is increasingly recognized. See, for example, Office of the Minister of Manpower and Immigration, The Honourable Bud Cullen, Minister of Manpower and Immigration, "Notes for a Speech ...in the Throne Speech Debate," Thursday, October 21, 1976, pages 11-12. The Ontario Ministry of Colleges and Universities is also keenly interested in this area.

Complaints about poor career development services have been increasing in recent years.<sup>26</sup>

(e) Youth's Attitudes Towards Employment

Perhaps partly because of aspirations generated by the educational system, many young people seem to have a distinct preference for white collar jobs. This view was expressed by many participants in the manpower workshops at the 1974 National Economic Conference in Montreal: "...a large number of young entrants to the labour force have been conditioned to the notion of automatically aspiring to a white collar profession."<sup>27</sup> Preliminary findings of a forthcoming study for the Ontario Economic Council also note that employers are concerned about attitudes towards work by high school graduates.<sup>28</sup>

Results of major surveys on the work ethic and on job satisfaction commissioned in 1973/74 by the Department of Manpower and Immigration indicate that there is no evidence of any group in the labour force,

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<sup>26</sup> See, for example, Bridging the Gap: A Mandate for Action to Improve Transitions Between Education and Employment, A Progress Report from the Bridging the Gap Conference held in Metropolitan Toronto, Ontario, Canada, in May and November, 1975. Prepared by Michael Sinclair, with Brian Oxley. Toronto: Bridging the Gap Policy and Planning Committee, December 1976.

<sup>27</sup> Priorities in Transition, Proceedings of the National Economic Conference (sponsored by the Economic Council of Canada) held in Montreal, Quebec, December 1-3, 1974, (Ottawa: Information Canada, 1975; Catalogue No. EC 21-4/1974), page 83.

<sup>28</sup> This reference is found in an article about the forthcoming report entitled Interfaces Between Post-Secondary Education, Primary and Secondary Education and the Labour Market, by O. Hall and R. Carleton, contained in Ontario Economic Council, Annual Report 1975-76 (Toronto, 1976), pages 16-17.

including youth, being noticeably deficient in the work ethic.<sup>29</sup> However, the study reported that young people 16-24, especially those 16-19, are more interested than are older workers in "interesting work", "advancement", and using their talents as important factors in considering a new job.<sup>30</sup>

The particular attitudes of young people towards employment constitute perhaps the most complicated yet the most significant cause of youth unemployment problems in Canada and Ontario. This widely shared view was recently reflected in the "People and Jobs" study by the Economic Council of Canada:<sup>31</sup>

It is often suggested that one of the reasons for such high rates [of unemployment] is the large number of young people who are seeking work for the first time and are having trouble finding it. However, recent evidence indicates that young people are usually able to secure at least temporary employment fairly quickly. This implies that much of the unemployment among younger workers reflects their search for more satisfying or secure jobs, as well as a high turnover rate as they move between jobs....

What is particularly noteworthy about the large component of our total labour force represented by young people is that their patterns of behaviour and their attitudes towards work tend

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<sup>29</sup> See M. Burnstein, N. Tienharra, P. Hewson and B. Warrander, Canadian Work Values--Findings of a Work Ethic Survey and a Job Satisfaction Survey, prepared for the Canada Department of Manpower and Immigration, Strategic Planning and Research Division, Research Projects Group (Ottawa: Information Canada, 1975; Catalogue No. MP33-6/1975), page 49; see also pages 60-62. Also, see David R. Williamson and John W. Gartrell, Employee Work Attitudes and Work Behaviour in Canadian Business, (Ottawa: Economic Council of Canada, March, 1976; Discussion Paper 51), pages 18-24, 43-46.

<sup>30</sup> Burnstein et al., op. cit., page 40.

<sup>31</sup> People and Jobs..., pages 76, 77.

to be different from those of older members of the population. From the evidence, it seems reasonable to hypothesize that for those who have no children or other family responsibilities, or who may be able to depend on their parents for financial support, there is less concern about the continuity of earnings, that steady employment provides. Thus they can more readily leave jobs they do not enjoy or take work they know will not last very long. This relatively relaxed attitude towards security of work may lead some to countenance unemployment more readily than is possible for those with families to support.

(f) Particular Handicaps or Disadvantages in the Labour Market

Certain minorities and people with physical, psychological or emotional handicaps are known to have special problems in getting and holding a job. The same applies to certain groups of people who are also disadvantaged in the labour market due to a history of discriminatory practices by some employers on the basis of sex, race and color.

More generally, discrimination has also been applied (laws notwithstanding) on the basis of age, and this is well known to have adversely affected many young people, especially teenagers.<sup>32</sup>

The importance and complexity of all these "individual-related" causes of youth has recently been stressed in Canada. In May, 1976, for example, the former Minister of Manpower and Immigration stated:

Various research findings and the results of experimental projects in the delivery of (Canada) Manpower services to youth continually point to the school-to-work transition process as being at the core of youth employment difficulties. We have found that most school-leavers, regardless of their level of academic achievement, lack a sufficient

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<sup>32</sup> The need to deal with this problem is increasingly recognized. See, for example, M. L. Skolnik and F. Siddiqui, The Paradox of Unemployment and Job Vacancies--Some Theories Confronted by Data, Employment Information Series Number 9 (Toronto: Ontario Ministry of Labour, Research Branch, December 1974), pages 28-29.



orientation to the world of work.<sup>33</sup>

This recognition was also the major reason for the establishment of OCAP. In particular, OCAP asks to deal with lack of employment experience; inadequate career development services; and youth's attitudes towards employment.

#### D. NEEDS FOR YOUTH EMPLOYMENT PROGRAMS

Only the "individual-related" causes of unemployment among young people identified in the previous pages are considered here. They give rise to the following needs for youth employment programs:

1. Provision of employment experience;
2. Opportunity to learn job-specific skills;
3. Opportunity to receive remedial education;
4. Opportunity to secure improved career development services:
  - (a) appropriate labour market information,
  - (b) improved career guidance counselling,
  - (c) training in effective job search techniques,
  - (d) greater exposure to the work world (specific occupations, firms, public services and agencies, etc.);
5. Measures to make the attitudes of young people towards the employment world as informed as possible;
6. Special services for minorities and particular individuals and groups (e.g., alternate work arrangements, sheltered workshops, job re-design, "affirmative action" in job hiring, etc.).

To identify the unmet needs for youth employment programs is really to ask "what are the causes of youth unemployment which are not being effectively remedied by existing programs?" Ideally, this would require an extensive evaluation to identify all the available programs and services--

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<sup>33</sup> The Honourable Robert Andras, [former] Minister of Manpower and Immigration, "Statement of the Manpower Program," presented to the Main Estimates [Committee of the House of Commons], May 6, 1976, page 20.

not just those of the Federal and Ontario governments--which contribute to meeting these needs. (There is some recent information about the programs of the two senior levels of government<sup>34</sup> but not much analysis which relates them in a systematic manner to the various needs.<sup>35</sup> Also, there would be varying interpretations as to the effectiveness and efficiency of these programs. Further, even those familiar with youth unemployment are likely to differ somewhat in an identification and extent of the causes and, therefore, of the various needs for youth employment programs.) This kind of research, although useful, is far beyond the scope of this evaluation of OCAP. Nonetheless, the usefulness and approach of such a study would be an appropriate topic for consideration by the Sub-committee on Youth of the Ontario Federal-Provincial Manpower Needs Committee. A subjective assessment of the causes of youth unemployment suggests that the unmet needs arise especially in the following areas:

- provision of employment experience and, therefore, of a job reference. See No. 1 above.
- greater exposure to the work world (specific occupations firms, public services and agencies, etc.) See No. 4(a) above.

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<sup>34</sup> See "Overview of Youth Services and Programs Available in Ontario," compiled by Marilyn Easson, Department of Manpower and Immigration, Ontario Region, November 1976, contained as Appendix B to the minutes of the meeting of November 29, 1976, of the Sub-Committee on Youth of the Ontario Federal-Provincial Manpower Needs Committee. See also P. Hewson, "Current Youth Services of the Department of Manpower and Immigration," Working Paper IV to ["Youth Unemployment in Canada: A Detailed Analysis,"] December 1975.

<sup>35</sup> See Hewson, op. cit., regarding youth services of the Department of Manpower and Immigration.

- measures to make the attitudes of young people towards the employment world as informed as possible. See No. 5 above.

No conclusion is drawn here regarding the extent of need for special services.

#### E. THE OBJECTIVES AND PARAMETERS OF OCAP

The next step is to determine what the objectives of OCAP might best be in light of the unmet needs for youth employment programs. There is no logical reason or need for OCAP to bear the burden of trying to meet all these unmet needs and, moreover, it is necessary to be aware of the constraints under which OCAP operates.

In the middle of 1975 there was growing concern in Canada and Ontario about the increasing rates of unemployment generally, including for young people. Several factors suggested a need for new public policy responses to provide assistance, in particular to the increasing numbers of graduates and school leavers who could not find jobs. Establishment of the Ontario Career Action Program was announced in a statement by the Honourable William Davis, Premier of Ontario, on August 27, 1975. Premier Davis stated that OCAP would:

provide a youth internship program within the Government and Government-related agencies and allow a socially useful and relevant work experience to young people who emerge from our educational system.<sup>36</sup>

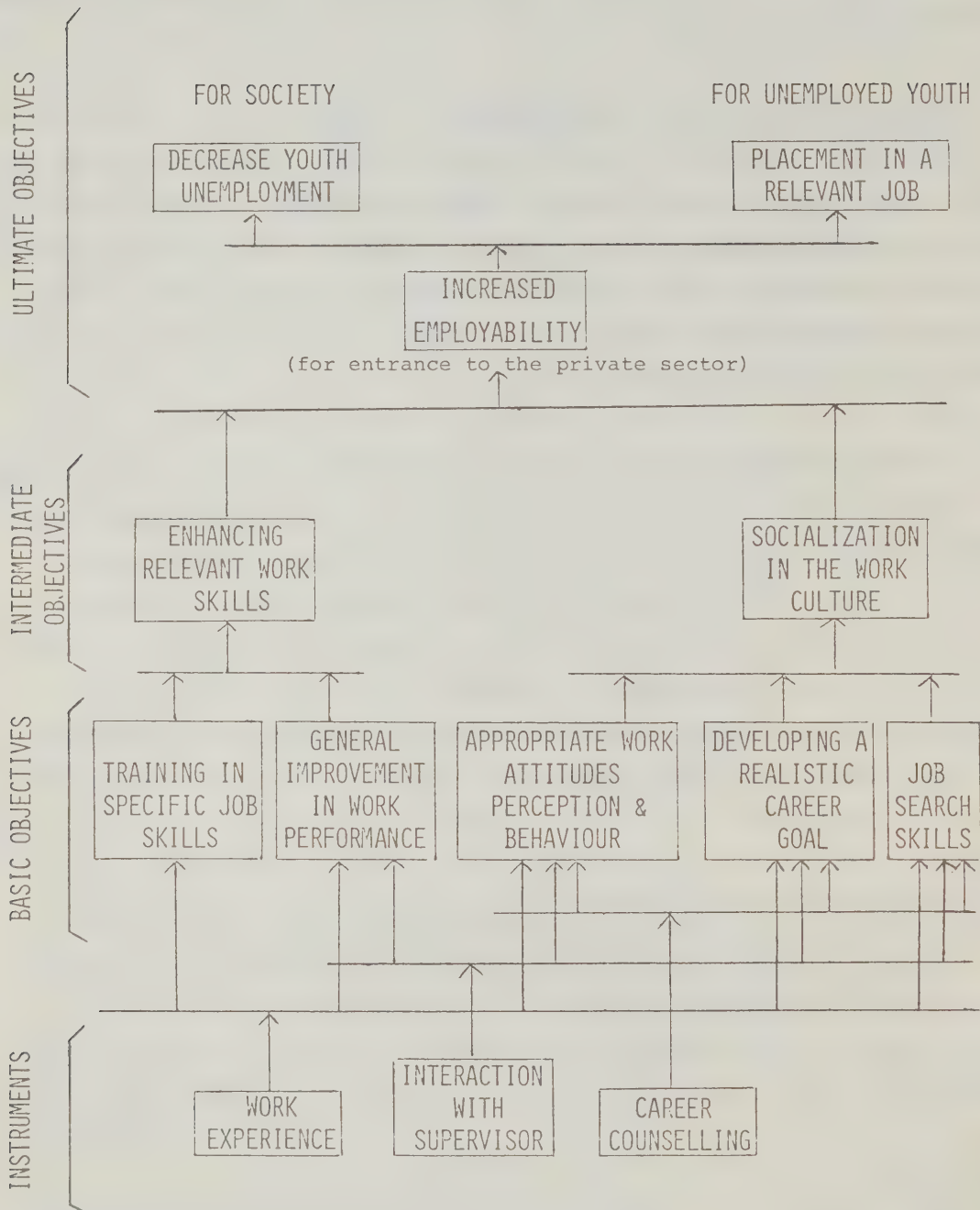
He added that the program's main goal was to ensure "opportunities for those who want to work and thereby help themselves" and would not provide "grants or support that would reduce the need to work."<sup>37</sup> OCAP initial publicity stressed that the program "is designed to help you develop marketable

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<sup>36</sup> The Honourable William G. Davis, Premier of Ontario, "Re: Youth Employment," Statement released by the Honourable William G. Davis, Premier of Ontario, Queen's Park, Toronto, Ontario, Canada, Wednesday, August 27th, 1975, pages 4-5.

<sup>37</sup> Ibid., page 4.

OBJECTIVES OF O C A P





work experience for 'that first job'."<sup>38</sup>

The specific objectives of OCAP have been formulated on several levels, as the illustration on the preceding page indicates. For purposes of this analysis, the most important level of objectives are those termed "basic objectives," which can be slightly re-stated as follows:<sup>39</sup>

1. employment experience (and a good reference from an employer);
2. general improvement in work performance;
3. training in job-specific skills;
4. development of a realistic career goal;
5. acquisition of effective and efficient job search techniques; and
6. acquisition of appropriate work attitudes.

All government programs have definite parameters and OCAP is no exception. OCAP functions with the following administrative guidelines:<sup>40</sup>

1. The program should select youth:
  - (a) between the ages of 16 and 24 inclusive;
  - (b) who left the educational system;
  - (c) who have not yet held permanent employment;
  - (d) who have been unemployed prior to acceptance on OCAP.
2. The applicants should be selected on a representative basis in terms of the composition of youth unemployment according to:
  - (a) sex;
  - (b) region of origin.

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<sup>38</sup> "Work experience for the first job--Ontario Career Action Program," brochure, released (in English and French, in one piece) by the Ontario Youth Secretariat and the Ministry of Colleges and Universities, not dated (October 1975 ?).

<sup>39</sup> "Statement of Objectives--OCAP Evaluation--Phase II," prepared by the OCAP Administration, Industrial Training Branch, Ministry of Colleges and Universities, Toronto, August 30, 1976, Figure 3, page 7.

<sup>40</sup> Ibid., page 8.

3. The program should provide training positions within Ontario Government Ministries or Agencies in occupations where there is labour need.
4. The maximum length of stay of a trainee on OCAP should be one year.
5. Trainees should be paid a stipend of \$100.00 per week.

More generally OCAP has certain other obvious restrictions. Apart from limits on the number of unemployed youth who could be accepted (just over 1,000 in 1976, from about 5,500 applicants) there are other limitations.

OCAP must rely on the cooperation and goodwill of the numerous Ontario Ministries and Agencies which participate in the program, as OCAP has no control over the civil servants who agree to act as supervisors of OCAP trainees.

Another limitation is that OCAP is essentially a remedial program in that it is designed to help young people who have been unable to secure employment. However, as OCAP seeks to increase the employability of young people, the program is also quite appropriately viewed as a supplement to formal educational systems.

F. DISCUSSION: YOUTH UNEMPLOYMENT CAUSES, OCAP'S OBJECTIVES, AND THE NEEDS FOR YOUTH EMPLOYMENT PROGRAMS

This section discusses the relationship between the objectives and administrative parameters of OCAP with the actual (and unmet) needs for youth employment programs in Ontario. As noted earlier OCAP is not intended and certainly does not have the capacity to deal with any of the "system-related" causes of youth unemployment (but can always reiterate the importance of public policy coming to grips effectively with them.)

What proportion of youth unemployment is due to causes which OCAP attempts to remedy? This question is virtually impossible to answer but from a review of the causes of

youth unemployment we can make a few tentative conclusions about the nature of youth's attachment to the labour force.

The "People and Jobs" report by the Economic Council of Canada concluded that much unemployment among young people appears to reflect "a testing and learning process in an environment in which the links between the school system and employment are loose". The report added that it "is evident that many initially take full-time jobs and leave them, take part-time jobs for experience, or take labouring jobs just to earn money to return to school."<sup>41</sup> Although it is impossible to estimate precisely the contribution of the various "system-related" and "individual-related" causes of youth unemployment, the evidence suggests that most youth unemployment can be attributed to the latter.<sup>42</sup>

Thus, in terms of its emphasis on all but one of the "individual-related" causes, OCAP is likely dealing with a significant proportion of youth unemployment and the needs for youth employment programs, but, of course, restricted by its scale of operations.

However, the "individual-related" causes of youth unemployment will be difficult to eliminate for those young people who lack job skills, are poorly motivated, or who have special handicaps, disadvantages and difficulties in adjusting successfully in the labour market.

As noted, there appears to be a close proximity between the basic elements of what could be called the "OCAP opportunity" and the perceived major needs to increase the

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<sup>41</sup> People and Jobs..., page 147.

<sup>42</sup> See, for example, Fred Lazar and Arthur Donner, "The Dimensions of Canadian Youth Unemployment: A Theoretical Explanation." Abridged version of a report submitted to the Canadian Prices and Incomes Commission, not dated (circa 1973 ?), pages 19-20, 24.

employability of unemployed young people. In this regard, the only major point of difference is that OCAP seems to be more of a training program than a work-experience program. This is suggested by the low and uniform stipend paid to all OCAP trainees (the term used to refer to participants in the program) regardless of their job qualifications or of the "job" or work tasks they perform.

Does pursuit of OCAP's present objectives lead to a duplication of services provided by other programs? The short answer appears to be "no". OCAP is the only program in Ontario which seeks to respond to all the needs of unemployed youth by providing work experience, job training, some career development services, and a greater awareness about the world of work in general. Perhaps some of these services could be or are offered more effectively and efficiently elsewhere, but only in OCAP are they all offered together as part of one program. Certainly, some elements of needs for youth employment programs should be integrated into formal educational systems to a greater degree than at present, e.g., in cooperative work/study programs. Nonetheless, the need will remain in the immediate future for a program such as OCAP to offer a service to those young people who have left formal education and who subsequently experience particular difficulties in the labour market, including the most important problem--to secure a job, not just any job, but, hopefully, one related to occupational preferences and personal career goals.



APPENDIX TWO: COMPILATION OF SURVEY DATA

Graduate Questionnaire

1. Sex

- |           |             |
|-----------|-------------|
| 1. Male   | 36% (N=144) |
| 2. Female | 64% (N=261) |

2. What kind of job were you doing on your OCAP placement?

- |  |             |    |
|--|-------------|----|
| 1. No placement                                    | --          | -- |
| 2. Household Sciences                              | 0% (N= 2)   |    |
| 3. Natural Resources Field                         | 2% (N= 9)   |    |
| 4. Education                                       | 8% (N= 31)  |    |
| 5. Medicine and Health                             | --          | -- |
| 6. Secretarial, Stenographic and Clerical          | 60% (N=242) |    |
| 7. Automatic Data Processing                       | 2% (N= 10)  |    |
| 8. Management and Entrepreneurial                  | 1% (N= 5)   |    |
| 9. Economics, Finance & Accounting                 | 2% (N= 10)  |    |
| 10. Purchasing and Sales                           | 0% (N= 1)   |    |
| 11. Life and Physical Sciences and Mathematics     | 2% (N= 7)   |    |
| 12. Engineering and Architecture                   | 3% (N= 12)  |    |
| 13. Community Development Social Work and Religion | 2% (N= 8)   |    |
| 14. Administration of Justice                      | --          | -- |
| 15. Social and Behavioral Sciences                 | --          | -- |
| 16. Library, Museum and Archival Sciences          | 1% (N= 4)   |    |
| 17. Performing Arts                                | --          | -- |
| 18. Recreation and Sports                          | 0% (N= 1)   |    |
| 19. Writing, Journalism and Translation            | 0% (N= 2)   |    |
| 20. Creative and Commercial Arts and Photography   | 2% (N= 10)  |    |
| 21. Personal and Community Protection              | 0% (N= 2)   |    |
| 22. Personal Care and Hospitality                  | --          | -- |
| 23. Clearing of Buildings and Materials            | 2% (N= 9)   |    |
| 24. Mechanical, Electrical, Construction, Repair   | 6% (N= 24)  |    |
| 25. Printing and Communications Equipment          | 3% (N= 12)  |    |
| 26. Transportation Operating, Delivery             | 0% (N= 2)   |    |
| 27. Processing of Foods and Beverages              | --          | -- |
| 28. Production of Wearing Apparel                  | 0% (N= 1)   |    |
| 29. Processing and Assembly of Materials           | 0% (N= 1)   |    |

3. Do you know what kind of job you hope to be doing ten years from now?

- |        |             |
|--------|-------------|
| 1. Yes | 63% (N=252) |
| 2. No  | 37% (N=149) |

The following questions 4-5 were answered only by those who answered yes to question 3.

4. What is your career goal?

- |  |     |         |
|--|-----|---------|
| 1. No career goal                                  | --  | --      |
| 2. Household Sciences                              | 0%  | (N= 1)  |
| 3. Natural Resources                               | 2%  | (N= 4)  |
| 4. Education                                       | 11% | (N= 29) |
| 5. Medicine and Health                             | 4%  | (N= 9)  |
| 6. Secretarial, Clerical                           | 24% | (N= 60) |
| 7. Automatic Data Processing                       | 3%  | (N= 8)  |
| 8. Management, Entrepreneurial                     | 7%  | (N= 17) |
| 9. Economics, Finance & Accounting                 | 11% | (N= 29) |
| 10. Purchasing and Sales                           | 3%  | (N= 7)  |
| 11. Life and Physical Sciences and Mathematics     | 3%  | (N= 7)  |
| 12. Engineering and Architecture                   | 4%  | (N= 10) |
| 13. Community Development Social Work and Religion | 6%  | (N= 15) |
| 14. Administration of Justice                      | 0%  | (N= 1)  |
| 15. Social and Behavioral Sciences                 | 0%  | (N= 1)  |
| 16. Library, Museum and Archival Sciences          | 1%  | (N= 2)  |
| 17. Performing Arts                                | 2%  | (N= 6)  |
| 18. Recreations and Sports                         | --  | --      |
| 19. Writing, Journalism and Translation            | 1%  | (N= 3)  |
| 20. Creative, Commercial Arts and Photography      | 5%  | (N= 14) |
| 21. Personal, Community Protection                 | 0%  | (N= 3)  |
| 22. Personal Care and Hospitality                  | --  | --      |
| 23. Cleaning of Buildings and Materials            | 2%  | (N= 1)  |
| 24. Mechanical, Electrical, Construction Repair    | 6%  | (N= 21) |
| 25. Printing and Communications Equipment          | 3%  | (N= 5)  |
| 26. Transportation, Delivery                       | 0%  | (N= 2)  |
| 27. Process of Foods                               | --  | --      |
| 28. Production of Wearing Apparel                  | --  | --      |
| 29. Processing and Assembly of Materials           | --  | --      |

5. Did you have a career goal before you joined OCAP?

- |        |             |
|--------|-------------|
| 1. Yes | 61% (N=162) |
| 2. No  | 39% (N=105) |

The following question, 6, was answered only by those who answered yes to question 5.

6. Was your career goal the same as the one you have now?

1. Yes	83% (N=140)
2. No	17% (N= 29)

The following question, 7, was answered by all graduates.

7. Before you joined OCAP, did you ever have counselling to help you decide on a career goal?

1. Yes	34% (N=137)
2. No	66% (N=267)

The following question, 8, was answered only by those who answered yes to question 7.

8. From whom did you receive this counselling?

1. High School counsellor	52% (N= 70)
2. High School Course	-- --
3. Manpower counsellor	20% (N= 27)
4. Private counsellor	4% (N= 6)
5. Other	4% (N= 5)
6. College or University counsellor	20% (N= 27)

The following question, 9, was answered by all the graduates.

9. Were you invited to attend a course called 'Creating a Career' while you were on OCAP?

1. Yes	35% (N=143)
2. No	65% (N=262)

The following question, 10, was answered only by those who replied yes to question 9.

10. Did you go to the 'Creating a Career' sessions?

1. Yes, most of them	50% (N= 71)
2. Fewer than half	16% (N= 23)
3. No, none of the sessions	34% (N= 48)

The following question, 11, was answered only by those who responded with 2 or 3 in question 10.

11. Why did you decide not to go to these sessions?

- |                                  |             |
|----------------------------------|-------------|
| 1. Do not believe in counselling | 3% (N= 2)   |
| 2. Do not need counselling       | 10% (N= 7)  |
| 3. Transportation difficulties   | 9% (N= 6)   |
| 4. Course offered at wrong time  | 46% (N= 31) |
| 5. Lost interest in the course   | 13% (N= 9)  |
| 6. Other                         | 9% (N= 6)   |
| 7. Didn't know what it was about | 9% (N= 6)   |

The following questions 12-18 were answered by those who responded to 1, in question 10.

12. Why did you decide to go to these sessions?

- |                       |             |
|-----------------------|-------------|
| 1. Felt obligated     | 32% (N= 23) |
| 2. Needed information | 46% (N= 33) |
| 3. Other              | 10% (N= 7)  |
| 4. Interested         | 13% (N= 9)  |

13. What was the effect of 'Creating a Career' on your career path?

- |                 |             |
|-----------------|-------------|
| 1. Detrimental  | 32% (N= 23) |
| 2.              | -- --       |
| 3. No effect    | 36% (N= 26) |
| 4.              | -- --       |
| 5. Very helpful | 32% (N= 23) |

14. How did you feel about your instructor?

- |                       |             |
|-----------------------|-------------|
| 1. Highly ineffective | 1% (N= 1)   |
| 2.                    | 7% (N= 5)   |
| 3. Indifferent        | 10% (N= 7)  |
| 4.                    | 32% (N= 23) |
| 5. Highly effective   | 51% (N= 37) |

15. Did or will 'Creating a Career' help you find a job?

- |               |             |
|---------------|-------------|
| 1. Not at all | 26% (N= 19) |
| 2.            | 6% (N= 4)   |
| 3. Somewhat   | 29% (N= 21) |
| 4.            | 18% (N= 13) |
| 5. Very Much  | 21% (N= 15) |

16. If a friend of yours was unemployed, would you recommend 'Creating a Career' to him/her?

- |                   |             |
|-------------------|-------------|
| 1. Definitely no  | 14% (N= 10) |
| 2.                | 1% (N= 1)   |
| 3. Indifferent    | 3% (N= 2)   |
| 4.                | 25% (N= 8)  |
| 5. Definitely yes | 58% (N= 42) |



17. What did 'Creating a Career' offer that was helpful?

	P1	P2
1. Job search techniques	53% (N=39)	
2. Career development	11% (N= 8)	27% (N= 4)
3. Group discussion	4% (N= 3)	
4. Career information	8% (N= 6)	60% (N= 9)
5. Testing	6% (N= 4)	13% (N= 2)
6. Everything	7% (N= 5)	
7. Nothing	4% (N= 3)	
8. Other	7% (N= 5)	

18. What was lacking from the course?

	P1	P2
1. Over-simplistic, un-interesting	16% (N= 9)	17% (N= 1)
2. Irrelevant	9% (N= 5)	17% (N= 1)
3. Nothing	37% (N=21)	
4. Individual attention	7% (N= 4)	
5. Organization	32% (N=18)	67% (N= 4)

The following question, 19, was answered by all the graduates.

19. Before you joined OCAP, did you apply for any other jobs?

1. Yes	84% (N=339)
2. No	16% (N= 63)

The following questions 20-21, were answered only by those who answered yes to question 19.

20. How many applications did you submit?

1 - 5	24% (N= 79)
6 - 10	23% (N= 79)
11 - 15	11% (N= 36)
16 - 20	13% (N= 36)
21 - 25	8% (N= 24)
26 and over	20% (N= 71)

21. How many were for jobs that you knew to be vacant?

1 - 5	43% (N=105)
6 - 10	24% (N= 57)
11 - 15	11% (N= 29)
16 - 20	8% (N= 18)
21 - 25	3% (N= 8)
26 and over	9% (N= 21)

The following questions, 22 - 30, were answered by all of the graduates.

22. What was the reason why you did not get the job you most wanted?

1. Lack of general work experience	48%	(N=155)
2. Too young	3%	(N= 9)
3. Lack of Canadian experience	4%	(N= 13)
4. Sex or race discrimination	1%	(N= 4)
5. Lack of specific job skills	4%	(N= 14)
6. Over-educated	1%	(N= 6)
7. Under-educated	3%	(N= 11)
8. Perceived by employer as lacking commitment to the job	2%	(N= 5)
9. Do not know	17%	(N= 54)
10. Other	15%	(N= 48)
11. Too many applicants	2%	(N= 7)

23. What was your main reason for joining OCAP?

1. Could not get another job	21%	(N= 86)
2. Chance to get a job that interested me	12%	(N= 49)
3. Filled out application at Manpower	8%	(N= 33)
4. Provided needed job experience	52%	(N=210)
5. Provided job security	2%	(N= 9)
6. Other	3%	(N= 10)
7. Friend or counsellor suggested	2%	(N= 7)

24. Would you recommend this program to friends in a position similar to yours?

1. Not at all	8%	(N= 31)
2.	4%	(N= 18)
3. Somewhat	18%	(N= 73)
4.	13%	(N= 53)
5. Very much	57%	(N=230)

25.(a) What was the level of work you performed in OCAP like?

1. Too difficult	1%	(N= 4)
2. O.K.	77%	(N=311)
3. Too easy	22%	(N= 90)

25.(b) What was the amount of work you performed in OCAP like?

1. Too little to do	17%	(N= 67)
2. Right amount	78%	(N=316)
3. Too much	5%	(N= 22)

26. Was the interaction between you and your OCAP supervisor valuable in terms of improving your OCAP work performance?
- |               |             |
|---------------|-------------|
| 1. Not at all | 13% (N= 51) |
| 2.            | 9% (N= 36)  |
| 3. Somewhat   | 16% (N= 65) |
| 4.            | 16% (N= 64) |
| 5. Very much  | 47% (N=189) |
27. Did your OCAP supervisor discuss the quality of your work with you?
- |               |             |
|---------------|-------------|
| 1. Not at all | 13% (N= 54) |
| 2.            | 17% (N= 70) |
| 3. Somewhat   | 25% (N=101) |
| 4.            | 18% (N= 71) |
| 5. Very much  | 27% (N=109) |
28. Did your involvement with OCAP
- a) help you improve specific job skills?
- |               |             |
|---------------|-------------|
| 1. Not at all | 13% (N= 51) |
| 2.            | 6% (N= 26)  |
| 3. Somewhat   | 21% (N= 84) |
| 4.            | 21% (N= 84) |
| 5. Very much  | 39% (N=159) |
- b) help to improve work habits?
- |               |             |
|---------------|-------------|
| 1. Not at all | 23% (N= 92) |
| 2.            | 11% (N= 44) |
| 3. Somewhat   | 19% (N= 78) |
| 4.            | 21% (N= 83) |
| 5. Very much  | 27% (N=107) |
- c) provide a familiarity with the expectations of a job?
- |               |             |
|---------------|-------------|
| 1. Not at all | 11% (N= 44) |
| 2.            | 7% (N= 27)  |
| 3. Somewhat   | 21% (N= 86) |
| 4.            | 26% (N=106) |
| 5. Very much  | 35% (N=142) |
29. What was your main reason for leaving OCAP?
- |                               |             |
|-------------------------------|-------------|
| 1. Released by supervisor     | 11% (N= 43) |
| 2. Moved from area            | 3% (N= 10)  |
| 3. Found full-time employment | 45% (N=180) |
| 4. Financial stress           | 5% (N= 21)  |
| 5. Got married                | 1% (N= 3)   |

6. Got pregnant	2% (N= 8)
7. Resigned, work experience was irrelevant to find full-time job	3% (N= 10)
8. Resigned, work experience was irrelevant to personal career goals	10% (N= 41)
9. Other	6% (N= 26)
10. Return to school	14% (N= 58)
11. Conflict with supervisor	1% (N= 4)

30. Are you presently working?

1. Yes, full-time permanent	48% (N=195)
2. Yes, full-time temporary	6% (N= 25)
3. Yes, part-time	5% (N= 18)
4. No, not at all	41% (N=165)

The following questions, 31-34, were answered only by those who responded to 2,3, or 4 in question 30.

31. Are you actively seeking employment at the present time?

1. Yes	49% (N=101)
2. No	51% (N=105)

32. Are you available for work at the present time?

1. Yes	49% (N=100)
2. No	49% (N=106)

33. Do you expect that this program will be useful to you in finding full-time employment in the area of your choice?

1. Not at all	16% (N= 32)
2.	9% (N= 19)
3. Somewhat	18% (N= 38)
4.	22% (N= 45)
5. Very much	35% (N= 72)

34. What are you presently doing?

1. Going to school	44% (N= 87)
2. Preparing for travelling	1% (N= 2)
3. On U.I.C.	11% (N= 21)
4. On Welfare	-- --
5. Nothing	15% (N= 29)
6. Other	17% (N= 34)
7. Housekeeping	5% (N= 9)
8. Looking for a job	8% (N= 15)

The following question 35, was answered only by those who responded to 1 in question 34.



35. Why did you return to school?

1. To pick up specific job skills	48% (N= 41)
2. Change career goals	15% (N= 13)
3. Previous plans	16% (N= 14)
4. Could not find a job	-- --
5. Avoid work	6% (N= 5)
6. Other	5% (N= 4)
7. Upgrade education	11% (N= 9)

The following question, 36, was answered by all of the graduates.

36. Did you have a job after leaving OCAP?

1. Yes	30% (N= 59)
2. No	70% (N=136)

The following question, 37, was answered only by those who answered yes to question 36.

37. What length of time did you work (in weeks)?

1 - 4	31% (N= 22)
5 - 8	29% (N= 14)
9 - 12	16% (N= 8)
13 - 16	6% (N= 3)
17 and over	2% (N= 1)

The following questions, 38 - 50, were answered only by those who responded to 1 in question 30.

38. Who are you presently working for?

1. Municipal Government	4% (N= 8)
2. Provincial Government	25% (N= 51)
3. Federal Government	1% (N= 2)
4. Non-government agency	21% (N= 43)
5. Private sector	49% (N= 99)
6. Self-employed	-- --
7. Other	1% (N= 1)

39. When did you start working there?

September 13th is the median date

40. Is this your

1. First	92% (N=187)
2. Second	5% (N= 11)
3. Third	2% (N= 4)
4. Fourth or more	1% (N= 1)

job since leaving OCAP?

41. Was your OCAP supervisor helpful to you in finding employment?

1. Not at all	44%	(N= 90)
2.	3%	(N= 7)
3. Somewhat	15%	(N= 30)
4.	8%	(N= 17)
5. Very much	30%	(N= 61)

42. Did Canada Manpower help you find your job?

1. Not at all	84%	(N=172)
2.	3%	(N= 7)
3. Somewhat	4%	(N= 8)
4.	2%	(N= 3)
5. Very much	7%	(N= 15)

43. What kind of job are you presently doing?

3. Natural Resources Field	1%	(N= 2)
4. Education	5%	(N= 10)
5. Medicine and Health	1%	(N= 3)
6. Secretarial, Stenographic, Clerical	50%	(N=102)
7. Automatic Data Processing	5%	(N= 10)
8. Management and Entrepreneurial	3%	(N= 7)
9. Economics, Finance, Accountancy	3%	(N= 6)
10. Purchasing and Sales	5%	(N= 11)
11. Life and Physical Sciences and Mathematics	1%	(N= 2)
12. Engineering and Architecture	3%	(N= 6)
13. Community Development, Social Work Religion	3%	(N= 6)
14. Administration of Justice	0%	(N= 1)
16. Library, Museum and Archival Science	0%	(N= 1)
19. Writing, Journalism and Translation	1%	(N= 2)
20. Creative, Commercial Art & Photography	2%	(N= 5)
21. Personal and Community Protection	0%	(N= 1)
22. Personal Care and Hospitality	0%	(N= 1)
23. Cleaning of Buildings, Materials	0%	(N= 1)
24. Mechanical, Electrical, Construction, Repair	4%	(N= 9)
25. Printing and Communications Equip.	3%	(N= 7)
26. Transportation, Delivery	2%	(N= 4)
27. Process of Food and Beverages	0%	(N= 1)
29. Process and Assembly of Material	3%	(N= 7)

44. Is your present job related to your work with OCAP?

1. Not at all	26%	(N= 54)
2.	5%	(N= 10)
3. Somewhat	21%	(N= 43)
4.	11%	(N= 23)
5. Very much	37%	(N= 75)

45. Was your OCAP experience helpful in finding a job?

1. Not at all	16% (N= 32)
2.	4% (N= 8)
3. Somewhat	12% (N= 25)
4.	13% (N= 27)
5. Very much	55% (N=113)

46. How important was improving specific job skills in terms of finding full-time employment?

1. Not at all	24% (N= 48)
2.	6% (N= 13)
3. Somewhat	13% (N= 27)
4.	14% (N= 29)
5. Very much	42% (N= 86)

47. How important was improving work habits in terms of finding full-time employment?

1. Not at all	27% (N= 54)
2.	11% (N= 22)
3. Somewhat	16% (N= 33)
4.	12% (N= 24)
5. Very much	34% (N= 69)

48. How important was having a job reference in terms of finding full-time employment?

1. Not at all	25% (N= 51)
2.	5% (N= 9)
3. Somewhat	11% (N= 22)
4.	9% (N= 18)
5. Very much	51% (N=102)

49. Do you feel that your current job is challenging?

1. Not at all	11% (N= 22)
2.	5% (N= 9)
3. Somewhat	18% (N= 36)
4.	21% (N= 42)
5. Very much	46% (N= 93)

50. What is your salary on a weekly basis?

Less than \$100	1% (N= 1)
100 - 110	9% (N= 17)
111 - 120	13% (N= 19)
121 - 130	22% (N= 39)
131 - 140	13% (N= 25)
141 - 150	20% (N= 35)
151 - 160	8% (N= 10)
161 - 170	4% (N= 6)

171 - 180	7% (N= 13)
181 - 190	1% (N= 2)
191 - 200	3% (N= 6)
200 and over	15% (N= 21)

The following questions, 51 - 52, were answered by all of the graduates.

51. By what means were you supporting yourself when you applied to OCAP?

1. U.I.C.	21% (N= 82)
2. Welfare	2% (N= 6)
3. Part-time employment	16% (N= 62)
4. Full-time employment	7% (N= 26)
5. No income (at home)	53% (N=210)
6. Other	2% (N= 8)
7. Student loan	2% (N= 6)

52. What would you recommend to improve the program?

1. Higher stipend	19% (N= 46)
2. Payroll inefficiency	8% (N= 19)
3. Better supervision	24% (N= 58)
4. Better training	19% (N= 47)
5. More responsibility	14% (N= 35)
6. More OCAP direction	16% (N= 38)



UNSELECTED APPLICANTS

1. Do you remember the Ontario Career Action Program?

- |        |             |
|--------|-------------|
| 1. Yes | 49% (N=189) |
| 2. No  | 51% (N=195) |

The following question 2 was answered only by those applicants who answered no to question 1.

2. Do you remember applying to OCAP at a Canada Man-power Centre?

- |        |             |
|--------|-------------|
| 1. Yes | 85% (N=177) |
| 2. No  | 15% (N= 32) |

The following questions 3 - 12 were answered only by those who answered yes to either question 1 or 2.

3. Sex

- |           |             |
|-----------|-------------|
| 1. Male   | 55% (N=195) |
| 2. Female | 45% (N=160) |

4. When did you apply to OCAP?

The median date is February 17, 1976.

5. By what means were you supporting yourself when you applied to OCAP?

- |                         |             |
|-------------------------|-------------|
| 1. U.I.C.               | 24% (N= 86) |
| 2. Welfare              | 4% (N= 13)  |
| 3. Part-time employment | 12% (N= 41) |
| 4. Full-time employment | 6% (N= 20)  |
| 5. No income            | 53% (N=189) |
| 6. Other                | 2% (N= 7)   |

6. How many job applications did you submit before applying to OCAP?

- |             |             |
|-------------|-------------|
| 1 - 5       | 26% (N= 84) |
| 6 - 10      | 20% (N= 65) |
| 11 - 15     | 9% (N= 26)  |
| 16 - 20     | 12% (N= 38) |
| 21 - 25     | 8% (N= 29)  |
| 25 - 30     | 9% (N= 28)  |
| 31 - 35     | 2% (N= 8)   |
| 36 - 40     | 3% (N= 10)  |
| 41 - 45     | 1% (N= 3)   |
| 46 - 50     | 6% (N= 20)  |
| 51 and over | 4% (N= 13)  |

7. How many were for jobs that you knew to be vacant?

1 - 5	47% (N=103)
6 - 10	22% (N= 52)
11 - 15	11% (N= 27)
16 - 20	6% (N= 15)
21 - 25	5% (N= 13)
26 and over	7% (N= 17)

8. What was the reason why you did not get the job you most wanted?

1. Lack of general work experience	42% (N=114)
2. Too young	2% (N= 5)
3. Lack of Canadian experience	4% (N= 10)
4. Sex discrimination	0% (N= 1)
5. Lack of specific job skills	7% (N= 20)
6. Over educated	1% (N= 3)
7. Level of education too low	6% (N= 17)
8. Perceived by employer as lacking commitment to the job	2% (N= 4)
9. Do not know	18% (N= 49)
10. Other	15% (N= 40)
11. No contacts, stiff competition	3% (N= 8)

9. What were the reasons why you could not find a job?

a) Lack of general work experience?

1. Not at all	11% (N= 35)
2.	8% (N= 26)
3. Somewhat	11% (N= 38)
4.	12% (N= 41)
5. Very much	58% (N=194)

b) Lack of specific job skills?

1. Not at all	21% (N= 72)
2.	11% (N= 35)
3. Somewhat	17% (N= 58)
4.	17% (N= 57)
5. Very much	33% (N=111)

c) Lack of an adequate job reference?

1. Not at all	47% (N=155)
2.	13% (N= 43)
3. Somewhat	17% (N= 55)
4.	13% (N= 44)
5. Very much	11% (N= 36)

10. What was your main reason for applying to OCAP?

- |   |             |
|---|-------------|
| 1. Could not get another job              | 25% (N= 90) |
| 2. Chance to get a job that interested me | 20% (N= 71) |
| 3. Was told to fill out an application    | 21% (N= 74) |
| 4. Provided needed experience             | 30% (N=108) |
| 5. Other                                  | 3% (N= 9)   |
| 6. Recommended by friend or counsellor    | 1% (N= 5)   |

11. At the time, how important did you feel it was to be accepted into OCAP?

- |               |             |
|---------------|-------------|
| 1. Not at all | 0% (N= 1)   |
| 2.            | 5% (N= 19)  |
| 3. Somewhat   | 19% (N= 66) |
| 4.            | 20% (N= 70) |
| 5. Very much  | 56% (N=200) |

12. Were you invited for an interview as a result of your application?

- |        |             |
|--------|-------------|
| 1. Yes | 23% (N= 80) |
| 2. No  | 78% (N=276) |

The following question 13 was answered only by those who answered yes to question 12.

13. Did you go to that interview?

- |        |             |
|--------|-------------|
| 1. Yes | 70% (N= 54) |
| 2. No  | 30% (N= 23) |

The following question, 14, was answered only by those who answered no to question 13.

14. Why did you not go to the interview?

- |   |             |
|---|-------------|
| 1. Already had a job                          | 46% (N= 11) |
| 2. Was not interested in OCAP anymore         | -- --       |
| 3. Was not interested in particular job offer | 13% (N= 3)  |
| 4. Other                                      | 17% (N= 4)  |
| 5. Not available                              | 25% (N= 6)  |

The following questions, 15 - 18, were answered only by those who answered yes to question 13.

15. How did you feel about the interview?

- |                  |             |
|------------------|-------------|
| 1. Very negative | -- --       |
| 2.               | 10% (N= 5)  |
| 3. Indifferent   | 15% (N= 8)  |
| 4                | 54% (N= 28) |
| 5. Very positive | 21% (N= 11) |

16. How did you learn that you were not hired?

1. Interviewer - during the interview	13%	(N= 5)
2. Interviewer - telephone	23%	(N= 9)
3. Interviewer - personal letter	10%	(N= 4)
4. Form letter	18%	(N= 7)
5. Secretary - telephone	--	--
6. Other	23%	(N= 9)
7. No correspondence	15%	(N= 6)

17. How did you feel about learning it that way?

1. Very negative	19%	(N= 7)
2.	19%	(N= 7)
3. Indifferent	22%	(N= 8)
4.	22%	(N= 8)
5. Very positive	19%	(N= 7)

18. Did you learn why you were not accepted for the job?

1. Yes	42%	(N= 14)
2. No	58%	(N= 19)

The following questions, 19 - 21, were answered only by those who answered yes to question 18.

19. What was the reason given?

1. Lack of experience	7%	(N= 1)
2. Lack of specific job skills	29%	(N= 4)
3. Lack of education	7%	(N= 1)
4. Lack of interest	--	--
5. Incompatible vocational preferences	14%	(N= 2)
6. Other	43%	(N= 6)

20. How did you learn why you were not accepted?

1. I called and asked the interviewer	--	--
2. The interviewer told me during the interview	64%	(N= 7)
3. Interviewer - called me	9%	(N= 1)
4. Interviewer - personal letter	18%	(N= 2)
5. Secretary - called me	--	--
6. Other	9%	(N= 1)

21. Do you feel you were treated fairly?

1. Not at all	--	--
2.	15%	(N= 2)
3. Somewhat	23%	(N= 3)
4.	31%	(N= 4)
5. Very much	31%	(N= 4)



The following question, 22, was answered by those who answered yes to either question 1 or 2.

22. If the program was to be reviewed next year, would you still be interested in joining OCAP?

1. Yes	70% (N=241)
2. No	30% (N=103)

The following question, 23, was answered only by those who answered no to question 1 and 2.

23. Sex

1. Male	68% (N= 19)
2. Female	32% (N= 9)

The following question, 24, was answered by all applicants.

24. Are you presently working full time?

1. Yes, full-time permanent	46% (N=176)
2. Yes, full-time temporary	3% (N= 12)
3. Yes, part time	7% (N= 28)
4. No, not at all	44% (N=171)

The following questions, 25 - 30, were answered only by those who responded to 2, 3 or 4 in question 24.

25. Are you actively seeking employment?

1. Yes	64% (N=135)
2. No	36% (N= 75)

26. Are you presently available for work?

1. Yes	65% (N=137)
2. No	35% (N= 74)

27. What are you presently doing?

1. Going to school	30% (N= 62)
2. Preparing for travel	1% (N= 1)
3. On U.I.C.	17% (N= 36)
4. On Welfare	3% (N= 7)
5. Nothing (at home)	33% (N= 70)
6. Working part time	14% (N= 29)

28. How many full-time jobs have you held since January?

1. One	36% (N= 74)
2. Two	17% (N= 35)
3. Three	2% (N= 5)
4. Four	1% (N= 3)
5. None	44% (N= 90)

29. How many weeks have you worked full time since January?

The median number of weeks worked is 15 weeks.

30. When did you get your first full-time job after January?

The median date is March 12, 1976.

The following questions, 31 - 39, were answered only by those who responded to 1 in question 24.

31. Who are you presently working for?

1. Municipal Government	3% (N= 5)
2. Provincial Government	3% (N= 5)
3. Federal Government	2% (N= 4)
4. Non-governmental agency	10% (N= 17)
5. Private sector	81% (N=141)
6. Self-employed	1% (N= 2)
7. Other	-- --

32. Is this your

1. First	65% (N=115)
2. Second	23% (N= 40)
3. Third	11% (N= 19)
4. Fourth	1% (N= 2)

job since January?

33. When did you get your first full-time job after January?

The median date is April 1, 1976.

34. How important was having a job reference in terms of finding full-time employment?

1. Not at all	40% (N= 67)
2.	21% (N= 36)
3. Somewhat	11% (N= 18)
4.	10% (N= 17)
5. Very much	19% (N= 33)

35. Was Manpower instrumental in helping you to find a job?

1. Not at all	66%	(N=116)
2.	7%	(N= 13)
3. Somewhat	6%	(N= 11)
4.	3%	(N= 5)
5. Very much	17%	(N= 30)

36. What kind of job are you presently doing?

2. Household Sciences	3%	(N= 6)
4. Education	2%	(N= 4)
5. Medicine and Health	1%	(N= 2)
6. Secretarial, Stenographic, Clerical	27%	(N= 47)
7. Automatic Data Processing	2%	(N= 4)
8. Management and Entrepreneurial	2%	(N= 3)
9. Economics, Finance and Accountancy	2%	(N= 4)
10. Purchasing and Sales	6%	(N= 11)
11. Life and Physical Sciences & Mathematics	1%	(N= 2)
12. Engineering and Architecture	1%	(N= 2)
13. Community Development, Social Work and Religion	1%	(N= 1)
16. Library, Museum and Archival Sciences	1%	(N= 1)
20. Creative and Commercial Arts and Photography	2%	(N= 3)
21. Personal and Community Protection	1%	(N= 2)
22. Personal Care and Hospitality	4%	(N= 7)
23. Cleaning of Buildings, Materials	3%	(N= 5)
24. Mech., Tech., Elec. and Repair Trades	20%	(N= 35)
25. Printing & Communications Equip.	3%	(N= 3)
26. Transportation and Delivery	6%	(N= 6)
27. Processing of Foods and Beverages	3%	(N= 5)
28. Production of Wearing Apparel	1%	(N= 2)
29. Processing and Assembly of Materials	11%	(N= 20)

37. Do you see your job as relevant to your career goals?

1. Not at all	39%	(N= 66)
2.	13%	(N= 22)
3. Somewhat	14%	(N= 23)
4.	15%	(N= 25)
5. Very much	21%	(N= 35)

38. What is your salary on a weekly basis?

Less than \$100.00	7%	(N= 8)
100 - 110	25%	(N= 38)
111 - 120	13%	(N= 20)
121 - 130	11%	(N= 18)
131 - 140	13%	(N= 19)
141 - 150	8%	(N= 12)
151 - 160	6%	(N= 9)

38. (continued)

161 - 170	6% (N= 9)
171 - 180	2% (N= 4)
181 - 190	4% (N= 5)
191 - 200	3% (N= 5)
201 and over	13% (N= 15)

39. Do you feel that your current job is challenging?

1. Not at all	27% (N= 47)
2.	13% (N= 22)
3. Somewhat	19% (N= 34)
4.	19% (N= 33)
5. Very much	22% (N= 39)

The following questions, 40 - 41, were answered by all the applicants.

40. Do you know what kind of work you hope to be doing in ten years from now?

2. Household Sciences	1% (N= 4)
3. Natural Resources	2% (N= 5)
4. Education	3% (N= 8)
5. Medicine and Health	4% (N= 10)
6. Secretarial, Stenographic, Clerical	17% (N= 46)
7. Automatic Data Processing	3% (N= 9)
8. Management and Entrepreneurial	9% (N= 23)
9. Economics, Finance and Accountancy	4% (N= 11)
10. Purchasing and Sales	3% (N= 9)
11. Life and Physical Sciences and Mathematics	1% (N= 3)
12. Engineering and Architecture	4% (N= 10)
13. Community Development, Social Work and Religion	5% (N= 14)
16. Library, Museum and Archival Sciences	1% (N= 2)
17. Performing Arts	3% (N= 9)
18. Recreation and Sports	1% (N= 4)
19. Writing, Journalism and Translation	1% (N= 3)
20. Creative, Commercial Art and Photography	4% (N= 11)
21. Personal and Community Protection	1% (N= 2)
22. Personal Care and Hospitality	1% (N= 4)
23. Cleaning of Buildings and Materials	1% (N= 3)
24. Mech., Tech., Elec., and Repair Trades	24% (N= 63)
25. Printing and Communications Equip.	1% (N= 3)
26. Transportation and Delivery	2% (N= 5)
28. Production of Wearing Apparel	2% (N= 2)
29. Processing and Assembly of Materials	1% (N= 4)



41. Have you ever had vocational counselling to help you decide what job you want to do?

- |        |             |
|--------|-------------|
| 1. Yes | 32% (N=126) |
| 2. No  | 68% (N=261) |

The following questions 42 - 43, were answered only by those who answered yes to question 41.

42. Was it helpful?

- |               |             |
|---------------|-------------|
| 1. Not at all | 27% (N= 34) |
| 2.            | 28% (N= 35) |
| 3. Somewhat   | 19% (N= 24) |
| 4.            | 14% (N= 18) |
| 5. Very much  | 11% (N= 14) |

43. From whom did you receive this counselling?

- |                                      |             |
|--------------------------------------|-------------|
| 1. High school counsellor            | 34% (N= 44) |
| 2. High school course                | 2% (N= 3)   |
| 3. Manpower counsellor               | 46% (N= 60) |
| 4. Private counsellor                | 3% (N= 4)   |
| 5. Other                             | 5% (N= 6)   |
| 6. College and University counsellor | 10% (N= 13) |

The following questions, 44 - 45, were answered by all the applicants.

44. Would you be interested in attending sessions on how to find a job?

- |               |             |
|---------------|-------------|
| 1. Not at all | 35% (N=132) |
| 2.            | 9% (N= 36)  |
| 3. Somewhat   | 15% (N= 58) |
| 4.            | 20% (N= 76) |
| 5. Very much  | 21% (N= 81) |

45. Would you be interested in attending sessions that might help to define your career goals?

- |               |             |
|---------------|-------------|
| 1. Not at all | 30% (N=115) |
| 2.            | 7% (N= 27)  |
| 3. Somewhat   | 15% (N= 58) |
| 4.            | 22% (N= 85) |
| 5. Very much  | 26% (N= 99) |

SUPERVISORS' QUESTIONNAIRE

1. Sex
  1. Male 72% (N=258)
  2. Female 28% (N=102)
2. Are you the day-to-day supervisor of the OCAP trainee in your office for most of his/her stay?
  1. Yes 77% (N=282)
  2. No 23% (N= 86)
3. Were you directly involved in selecting this OCAP trainee?
  1. Yes 64% (N=239)
  2. No 36% (N=134)

The following questions 4 - 8 were answered only by those who replied yes to question 3.

4. How many candidates did you interview for that position?
  1. 21% (N= 49)
  2. 13% (N= 31)
  3. 17% (N= 40)
  4. 16% (N= 36)
  5. 10% (N= 23)
  6. 9% (N= 21)
  7. 4% (N= 10)
  8. 2% (N= 5)
  9. 7% (N= 17)
5. What were the reasons the rejected candidates were not hired?
  1. Bad personal appearance 6% (N= 11)
  2. Bad communication skills 6% (N= 10)
  3. Wrong personality 7% (N= 13)
  4. Lack of motivation 17% (N= 30)
  5. Dull, slow 1% (N= 2)
  6. Lack of job skills 14% (N= 24)
  7. Lack of schooling 7% (N= 12)
  8. Too young 1% (N= 1)
  9. Incompatibility of occupational preference 7% (N= 13)
  10. Lack of relevant work experience 5% (N= 8)
  11. Do not remember 5% (N= 8)
  12. Other 26% (N= 46)

6. What were the most important factors in hiring the trainee?

1. Good personal appearance	6% (N= 15)
2. Good communication skills	8% (N= 18)
3. Good personality	15% (N= 36)
4. Motivation	22% (N= 51)
5. Appropriate job skills	11% (N= 27)
6. Appropriate schooling	8% (N= 19)
7. Compatibility of Occupational Preference	6% (N= 13)
8. Relevant work experience	4% (N= 9)
9. Age	-- --
10. Do not remember	1% (N= 2)
11. Other	20% (N= 46)

7. Did you reject anybody because they could have found employment elsewhere?

1. Yes	5% (N= 12)
2. No	95% (N=213)

8. Did you find you had to hire somebody who was less qualified than the other candidates because of the OCAP guidelines?

1. Yes	7% (N= 16)
2. No	93% (N=218)

The following questions, 9 - 10, were answered by all supervisors.

9. From your impression after working with the trainee, what was the main reason he/she could not find full-time employment sooner?

1. Lack of job specific skills	13% (N= 46)
2. Lack of good work habits	3% (N= 12)
4. Lack of general work experience	11% (N= 39)
5. Personality deficiencies	18% (N= 65)
6. Lack of vacancy in that particular area	20% (N= 72)
7. Lack of education	4% (N= 16)
8. Limited, specified training	4% (N= 15)
9. Other	24% (N= 88)
10. Lack of job search techniques	4% (N= 14)

10. Do you think the trainee had a career goal when he/she entered OCAP?

1. Yes	43% (N=161)
2. No	41% (N=154)
3. Do not know	15% (N= 57)

The following question, 11, was answered only by those who answered yes to question 10.

11. In your opinion, how realistic was this career goal in terms of his/her abilities?

1. Not at all	4% (N= 6)
2.	4% (N= 6)
3. Somewhat	8% (N= 13)
4.	32% (N= 53)
5. Very much	47% (N= 77)
6. Do not know	6% (N= 10)

The following questions, 12 - 24, were answered by all supervisors.

12. Did you perceive that your trainee became more aware of his actual abilities and limitations while on OCAP?

1. Not at all	4% (N= 15)
2.	7% (N= 27)
3. Somewhat	15% (N= 54)
4.	37% (N=135)
5. Very much	30% (N=111)
6. Do not know	8% (N= 28)

13. To what extent did the trainee appear to derive satisfaction from his job?

1. Not at all	5% (N= 17)
2.	10% (N= 36)
3. Somewhat	13% (N= 47)
4.	36% (N=135)
5. Very much	34% (N=125)
6. Do not know	3% (N= 12)

14. (a) To what extent were you able to provide job skill instructions to the trainee?

1. Not at all	2% (N= 9)
2.	8% (N= 29)
3. Somewhat	17% (N= 63)
4.	31% (N=114)
5. Very much	42% (N=154)

(b) Reactions

1. I just did not have time	21% (N= 17)
2. Trainee would not listen to me	11% (N= 9)
3. I was not expected to	-- --
4. Other	6% (N= 5)
5. Others provided instruction	23% (N= 19)
6. No instruction necessary	40% (N= 33)



15. To what extent did you find the trainee receptive to your suggestions?

1. Not at all	3% (N= 10)
2.	4% (N= 14)
3. Somewhat	9% (N= 33)
4.	24% (N= 89)
5. Very much	61% (N=226)

16. To what extent did you discuss the quality of the trainee's work performance with him/her?

1. Not at all	2% (N= 7)
2.	11% (N= 41)
3. Somewhat	20% (N= 75)
4.	34% (N=127)
5. Very much	32% (N=120)

17. What was the overall quality of the trainee's performance?

1. Very bad	2% (N= 7)
2.	6% (N= 24)
3. Indifferent	10% (N= 36)
4.	41% (N=153)
5. Very good	41% (N=153)

18. Do you feel that the time you invested in assisting the trainee was compensated by his/her job performance?

1. Not at all	5% (N= 18)
2.	7% (N= 27)
3. Somewhat	8% (N= 29)
4.	32% (N=118)
5. Very much	48% (N=178)
6. Do not know	1% (N= 2)

19. Did the trainee improve his/her specific job (technical) skills while he/she was on OCAP?

1. Not at all	6% (N= 22)
2.	5% (N= 19)
3. Somewhat	13% (N= 47)
4.	38% (N=141)
5. Very much	38% (N=141)
6. Do not know	1% (N= 3)

20. Did the trainee improve his/her work habits?

1. Not at all	41% (N=151)
2.	15% (N= 54)
3. Somewhat	17% (N= 62)
4.	19% (N= 70)
5. Very much	8% (N= 31)

21. By the end of his/her stay, was the trainee doing as good a job as a probationary employee in a similar position?

1. Not at all	9% (N= 35)
2.	9% (N= 33)
3. Somewhat	9% (N= 33)
4.	21% (N= 79)
5. Very much	49% (N=182)
6. Do not know	2% (N= 9)

22. If there had been a complement position in your department, would you have hired the trainee (excluding civil service selection criteria)?

1. Not at all	22% (N= 81)
2.	7% (N= 25)
3. Somewhat	8% (N= 29)
4.	17% (N= 63)
5. Very much	36% (N=133)
6. Do not know	1% (N= 5)
7. I did hire my trainee	9% (N= 34)

23. Why did the trainee leave the program?

1. Released by supervisor	10% (N= 37)
2. Moved from area	4% (N= 13)
3. Found full-time employment	51% (N=190)
4. Financial stress	0% (N= 1)
5. Got married	2% (N= 6)
6. Got pregnant	2% (N= 6)
7. Resigned, work experience provided by OCAP was irrelevant to finding full-time employment	1% (N= 5)
8. Resigned, work experience provided was irrelevant to personal career goals	2% (N= 9)
9. Other	12% (N= 43)
10. Return to school	17% (N= 62)

24. Did the trainee ask for some assistance in helping him/her gain full-time employment?

1. Not at all	59% (N=213)
2.	12% (N= 42)
3. Somewhat	13% (N= 47)
4.	11% (N= 40)
5. Very much	6% (N= 22)

The following question, 25, was answered only by those who answered 2-5 in question 24.

25. Did you feel comfortable assisting the trainee in this regard?

- |               |             |
|---------------|-------------|
| 1. Not at all | 2% (N= 3)   |
| 2.            | 3% (N= 4)   |
| 3. Somewhat   | 4% (N= 5)   |
| 4.            | 39% (N= 56) |
| 5. Very Much  | 53% (N= 76) |

The following questions, 26 - 28, were answered by all supervisors.

26. Would you recommend this program to young people who would be eligible?

- |               |             |
|---------------|-------------|
| 1. Not at all | 1% (N= 5)   |
| 2.            | 1% (N= 5)   |
| 3. Somewhat   | 7% (N= 27)  |
| 4.            | 26% (N= 95) |
| 5. Very much  | 64% (N=239) |

27. Would you take another trainee next year if OCAP was reviewed?

- |        |             |
|--------|-------------|
| 1. Yes | 96% (N=354) |
| 2. No  | 4% (N= 16)  |

28. Would you give us any recommendations or comments in view of next year's program?

- |   |             |
|---|-------------|
| 1. Raise stipend                              | 22% (N= 42) |
| 2. More candidates                            | 4% (N= 8)   |
| 3. Improve pre-selection process              | 34% (N= 64) |
| 4. Trainees should be better informed on OCAP | 12% (N= 22) |
| 5. More direction from OCAP                   | 16% (N= 30) |
| 6. Regular Assessment                         | 13% (N= 24) |

